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THE AMERICAN School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

Devoted to the Interests of School Boards, Superintendents,
School-Business Officials, and School Architects



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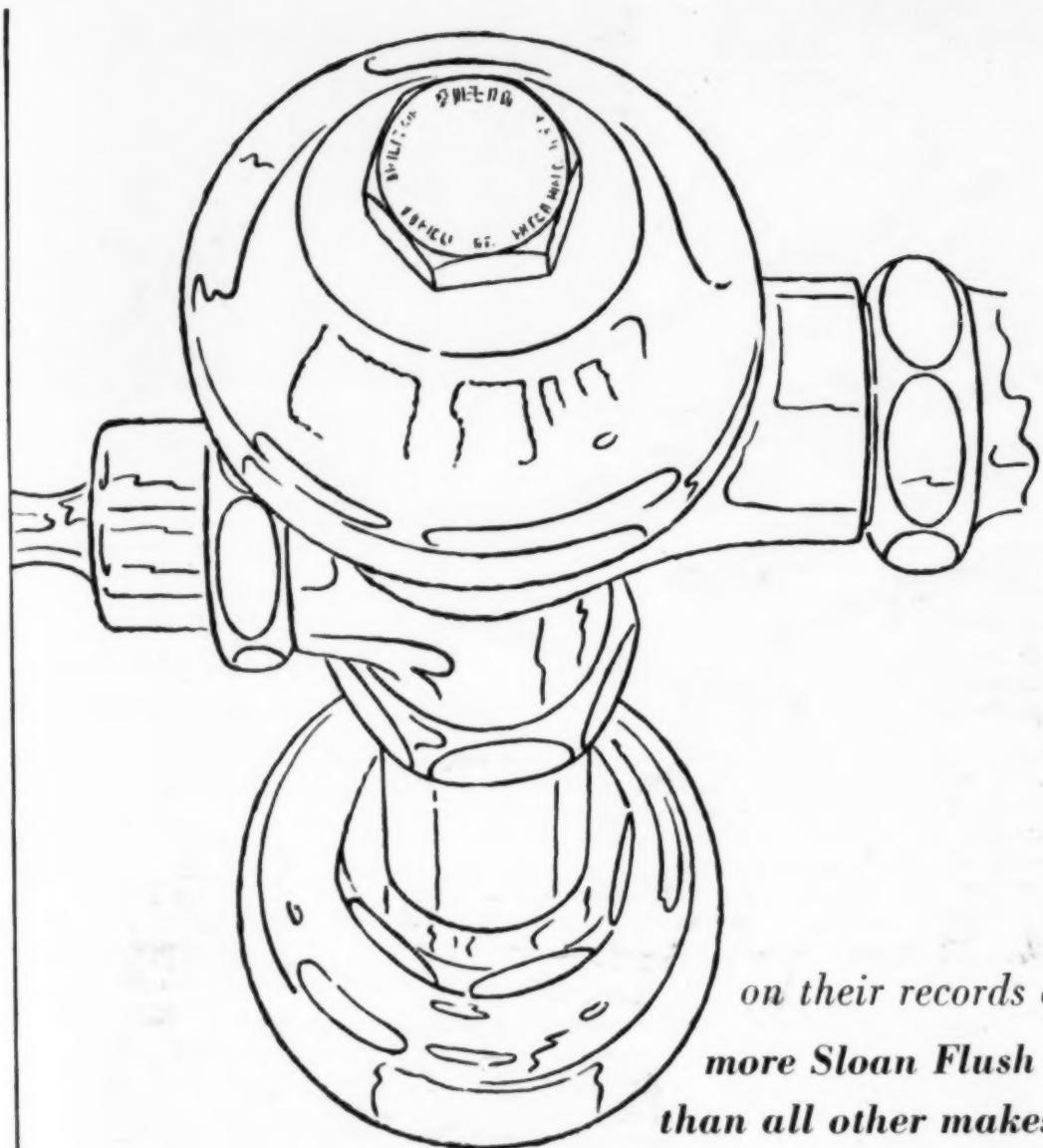


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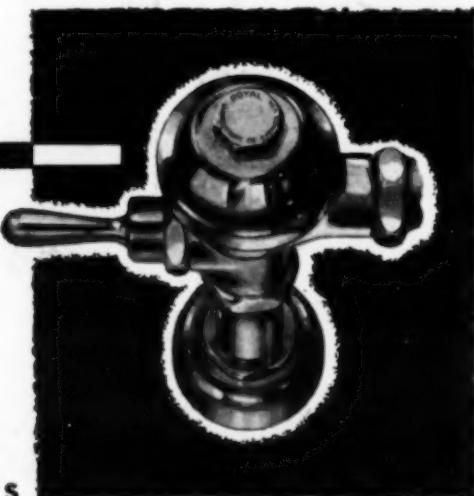
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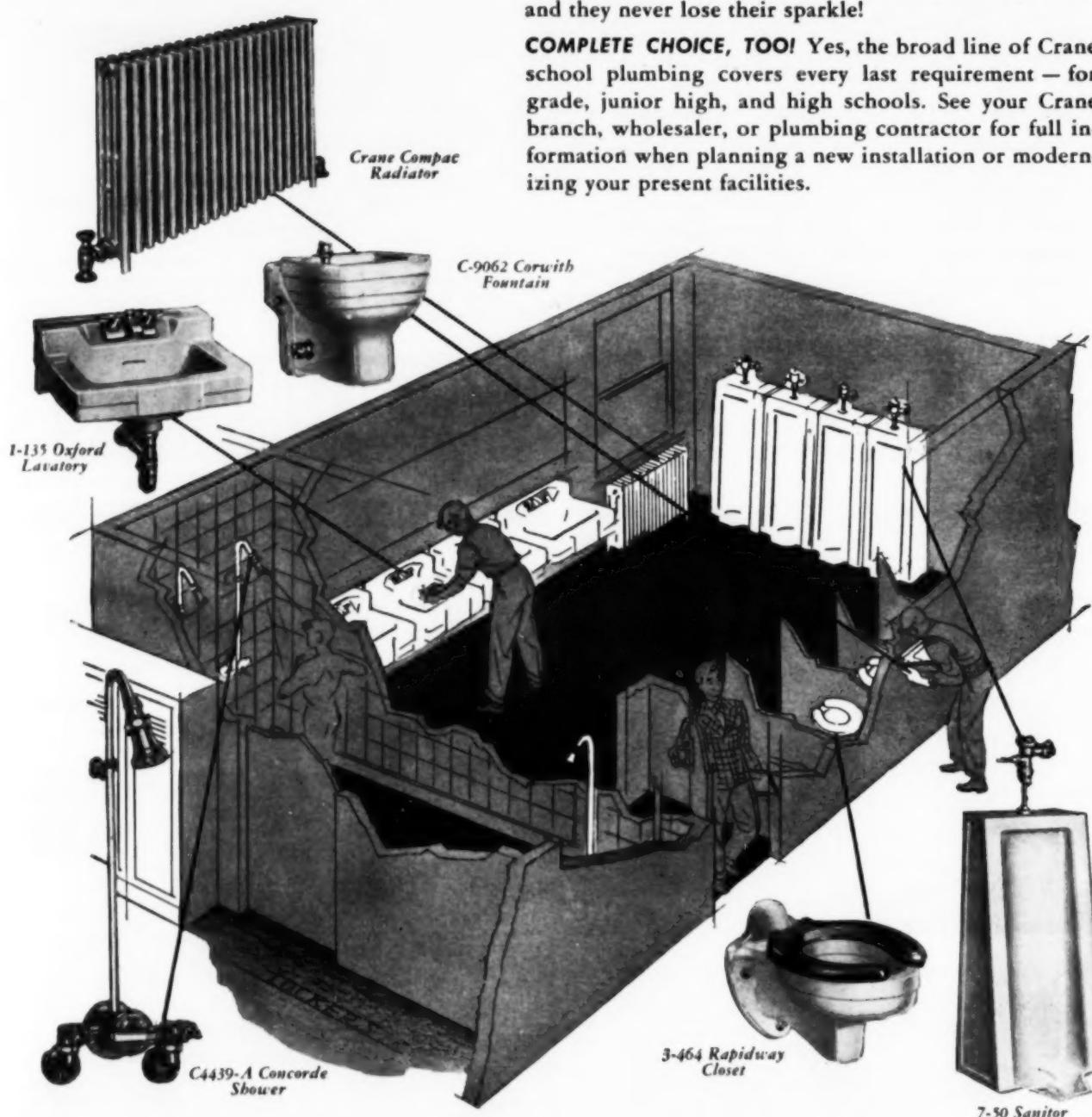
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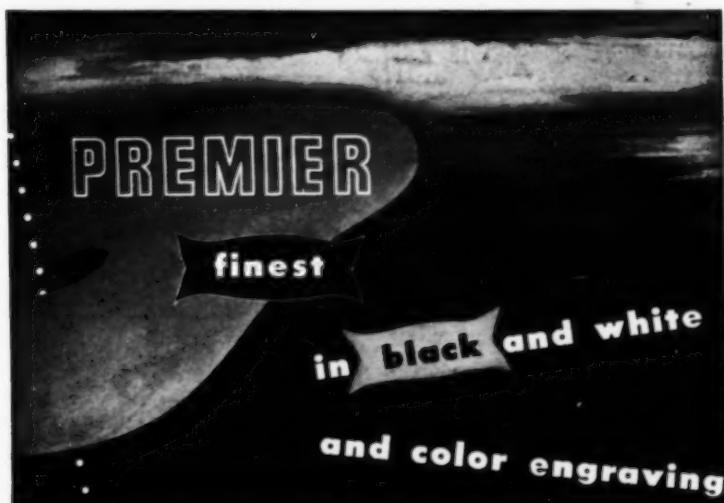
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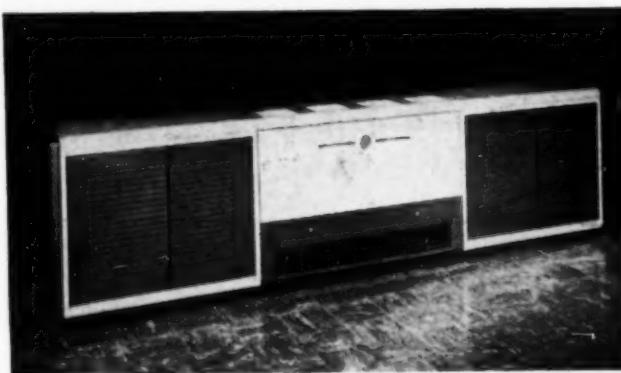
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The contents of this issue are listed in the "Education Index."



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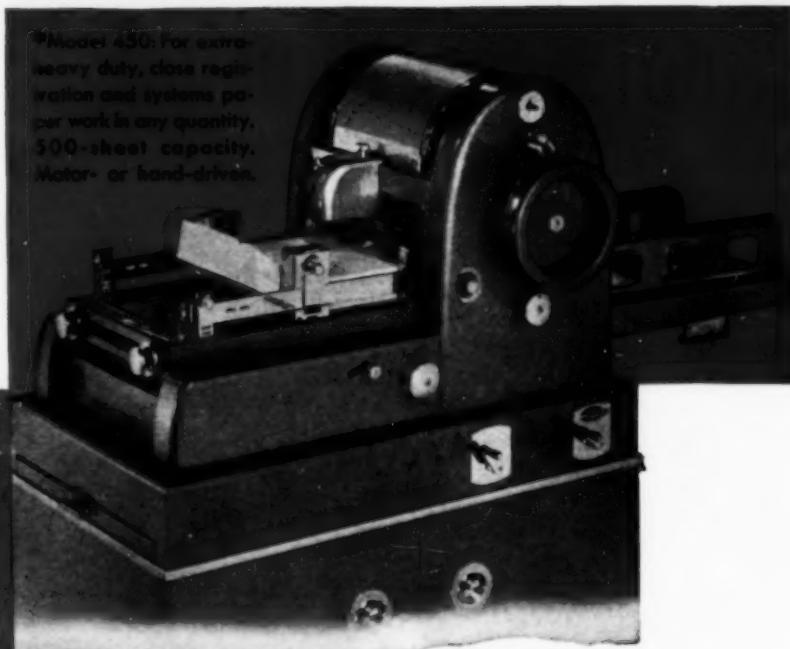
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THE AMERICAN School Board Journal

Volume 117, No. 1

JULY, 1948

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Extensive and Important —

The Areas of School Board Action—Part I

Harlan L. Hagman¹

The board of education as an integral part of American school organization has acquired an operating role of importance not always realized by either board members or professional school personnel. The identification of its primary function as policy making, important though that is, too often appears to suggest that the board is a policy-making body only. Other significant activities are in consequence minimized or overlooked. The fact that the board does concern itself desirably with the careful consideration and establishment of school policy, with administration assigned largely to professional personnel, should not hide the practical necessity of the board's often undertaking administrative and other functions apart from policy making. The board of education could not, if it would, contain its work entirely within policy making as an area of activity.

The danger to effective school operation from failure to identify areas of function of the board is twofold. The first danger is that the board will undertake responsibilities properly those of legally certified and professionally trained workers. The second danger is that the board will not execute all of its functions. It is the former prospect which has led to the urging by many educators that boards of education confine themselves to policy making, with the administration of schools and the execution of practices dictated by board policy made matters of professional procedure. The history of education in the United States records a sufficient number of serious cases of lay interference with school operations properly professional in character to establish the possibility of undesirable lay intrusion into professionalized areas whenever boards assume functions which are administrative. If it were possible to separate clearly the functions of the lay board and the functions of the professional staff by making the board a policy-making body only and the superintendent of schools and his staff an administrative unit responsible for all matters of administration, the possibility of lay encroachment on what needs to be operational areas of professional personnel would be of little concern. But as public school organization has developed in the United States, such simple division of function is not possible and boards need to recognize that their work involves more than the determination of school policy.

Danger of Omitting Board Duties

The greater danger to be guarded against is that of failure on the part of boards to carry out all duties properly theirs. The omission of significant board activities can be as hurtful to school operation as the assumption of duties beyond the areas of board function. The two faults may be in evidence simultaneously since both develop from a misconception of the place of the board in school organization. The sins of omission may be regarded as the greater, since, in the event the board does not accept its obligations, those obligations will not be met.

¹Associate Professor of Education, Drake University, Des Moines, Iowa.

For identification of the functions of boards of education, the board members must look to the body of common practice developed through the years from the beginnings of American public schools. Basic school law, the state law, offers only general assistance in establishing the work of boards. Legally, the board is charged with the responsibility and power of establishing and operating of local public schools under statutes fixing teacher certification, fiscal operation, curriculum or special aspects of curriculum, lengths of school terms, school elections, official reports, and the like. Details of board operation are largely matters for determination by the board itself.

In early American schools, the school committee was an inspecting body catechizing the pupils to discover how their learning was progressing. Reports to the town council about the schools, general recommendations about what should be taught, negotiations in the employment of teachers were part of the committee's activities. School organization was simple and the school committee found its duties uncomplicated and easy to discharge.

Growth of Board Duties

Two developments ended the simple organization of early public schools under school committee and town jurisdiction. One was the growth of city school systems with the numbers of buildings and teachers growing beyond the ability of the committees to supervise directly by classroom visitation. The other, and more significant, was the creation under state constitutions of state school systems in which, for the most part, local school organizations were established as governmental units apart from other local government. School boards were made responsible under state law for the founding and operating of local schools. The school committees as part of town organization changed to school boards independent of town government and existing as agencies of state government. The intermediary position of the school committee changed to the headship position of the school board in local education. The reporting and recommending functions of the early committees developed into requiring, authorizing, and directing functions of school boards.

Along with other changes in organization of public schools, came the establishing of the principalship as a supervisory position in school systems where each building housed many pupils and more than one teacher. Business management, including the operation of school plants, and inspectorial duties were cared for by the school committees, later the school boards, until those obligations became so onerous that individuals, not necessarily trained teachers, were employed on a full- or part-time basis as superintendents of schools. These persons inspected the schools and reported their findings to the committee or board much as had the school committees of New England towns to the town councils. Gradually, however, business management of the schools

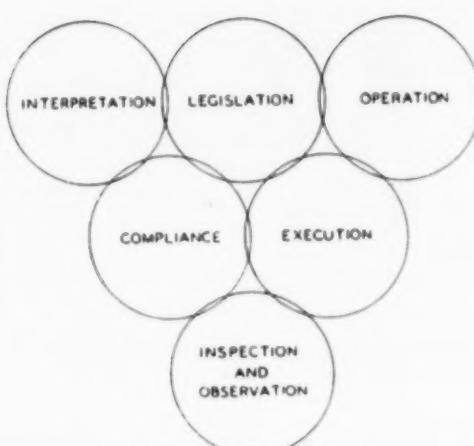
was made a specialized task and the superintendency came more and more to be regarded as a full-time position for a person trained for the job. The inspecting activity became a supervisory activity until the superintendent, as a professional person, became recognized as the head of the instructional program with the principals subordinate to him. The twofold responsibility now commonly that of superintendents of schools, includes business administration and educational administration and within those areas a host of activities undreamed of in the formative years of the superintendency as a professional position.

As the functions of the superintendent of schools evolved from the necessities of changing times, so the activities of present-day school boards developed through the years as need dictated. The shape of the schools changed bringing new considerations to school boards. The organization, the program, the school buildings, were altered gradually to meet new demands. The ungraded, one-room, one-teacher school with limited offering and short terms grew into the large modern systems found now in some cities where the program of local public education extends through nursery school, kindergarten, elementary school, junior high school, senior high school, junior college, and sometimes senior college or university. Even in rural areas, where the one-teacher school is still to be found, the times have brought changes. Transportation of pupils in fleets of school buses has made rural education in large, well-equipped, educationally sound elementary and secondary schools possible. Laboratories, shops, playing fields, auditoriums, libraries, gymnasiums, cafeterias, recreation centers, health services multiply the offerings of the school to an increasing number of children and adults. The new curriculum, including all the numerous activities within the modern school, requires a staff of highly trained specialists to provide the educational program necessary now. No longer can the board member evaluate the teaching being done by catechizing the students as the early school committeeman did in the small schools of his day.

The public school system has become in many communities the largest single enterprise, the biggest customer, the greatest employer. As the schools have developed, board members have met new tasks, assumed new responsibilities, assigned new activities to school administrators, retained as their own or assigned to others in the school system specific functions in the new school program, measured their work by the demands of the community upon the board, and judged the propriety of each board action in the light of its needing to be done.

But the role of the board in modern school practice is not to be found by a study only of original and acquired functions. Precedents are helpful but uncertain guides in determining whether not this or that specific function is within the proper sphere of activity of school boards. Analysis of the nature of

The six main functions of boards of education all overlap.



democratic government, legal status of boards of education, past operations of boards, implied or expressed general policy, and common board procedure places the activities and responsibilities of boards within six general categories. Specific activities may be identified within each area but with local board policy governing local practice. The areas overlap and activities may be common to two or more areas although in practice not necessarily simultaneously.

The first area is that of legislation. The law-making, policy-making, regulating, directing, authorizing, and similar activities of a board of education appear in this area of board action.

The second area is that of compliance. All school board activities under compulsion of the state school authority are in this area.

The third area includes all board activities having to do with the inspection and observation of the school, including its plant, facilities, and program.

The fourth area is that of execution, and encompasses the executive activities of the school board.

The fifth area is the area of operation. The machinery and the process employed in dispatching board business are concerns in this area.

The sixth area includes all board activities of interpretation. The activities concern relations of the school system with the community, with the state, and with other school districts.

The six areas of action of the board of education of present-day schools contain the many and complex activities which have made the task of the board member an increasingly difficult and important assignment in the service of public education.

The second part of this article will discuss these areas in detail.

(To be concluded in August)



ALL IOWA COUNTY BOARDS OF EDUCATION have been reorganized under a law decreasing the membership from six to five and broadening the powers of the boards. The new boards are made up of community leaders and give promise of greater activity in centralizing schools and broadening

educational offerings. The Cedar County Board of Education, Tipton, Iowa, illustrated, consists of (left to right): Ralph Wingert, Tipton; Hy Von Muenster, Clarence; Carl T. Schacht, Durant; Ray Severin; LaMar Foster. County Superintendent William F. Shirley is at the extreme right.

Still Growing —

Average Salaries in 37 Large City Public School Systems, 1940 and 1947

Lester B. Herlihy¹

This report on the average salaries paid to supervisors, principals, and teachers for the school years 1939-40, and 1946-47 in 37 of the nation's largest city school systems is a by-product of the study on per pupil expenditure made by The Office of Education annually on some 200 city school systems.

The average salaries paid for each of the types of positions given, and particularly for teachers, reveal increases between 1940 and 1947 ranging from 11.6 per cent in Paterson, N. J., to 90.2 per cent in Flint, Mich. The proportion of increase for these average salaries paid shows no consistency or uniformity whatever for the group as a whole or for the five largest cities.

¹Educational Statistician, U. S. Office of Education.

In considering these percentage changes in average amount of salary paid in 1940 and 1947 it must be remembered that the factor of very high turnover was operating during this 7-year period to reduce the number of individuals who would reach the higher grades in the salary schedules and thus reduce the total amounts expended for salaries. The replacement of higher paid personnel by other personnel in the lower grades of salary schedules would also tend to reduce the average salary paid to the group as a whole and conceal the actual individual percentage increase in the schedule over the same period of time. Thus, as a matter of caution, it should be stated that while the comparative salary data presented by these tables indicate the trend of change in average salaries paid for these cities be-

tween 1939-40 and 1946-47, it does not necessarily reflect the *actual increases made in the salary schedule* for the same position with the same training and experience.

The percentages shown are in a few instances only greater than the increase in the cost of living index of the Bureau of Labor Statistics which was 100.2 in 1940 as compared with 159.2 in 1947 for all items of cost for moderate income families in large cities.

It will be noted from a comparison of these index figures with the percentage changes in average salaries paid instructional personnel that the increases in salary lag far behind the estimated increase in the cost of living. These percentage changes do not take into account the further substantial reductions made in the "take-home pay" of school employees through the im-

AVERAGE SALARIES PAID INSTRUCTIONAL STAFF IN 37 CITIES OF 100,000 POPULATION AND MORE, 1940 AND 1947

City	Average salary for all levels						Average salary of teachers only						Secondary public schools		Vocational Education		
	Supervisors			Principals (Including Assistant Principals)			Teachers			Elementary public schools, including nursery and kindergarten			Secondary public schools		Vocational Education		
	1939- 40	1946- 47	Per cent change	1939- 40	1946- 47	Per cent change	1939- 40	1946- 47	Per cent change	1939- 40	1946- 47	Per cent change	1939- 40	1946- 47	Per cent change	1939- 40	1946- 47
Los Angeles, Calif.	\$3,297	\$4,783	45.1	\$3,839	\$5,054	31.6	\$2,537	\$3,440	35.5	\$2,334	\$3,205	37.3	\$2,796	\$3,720	33.0	\$2,907	\$3,717
Chicago, Ill.	3,069	5,098	66.1	4,122	5,145	24.8	2,578	2,969	15.1	2,150	2,675	24.4	3,125	3,443	10.2	2,710	3,815
Detroit, Mich.	3,771	5,069	34.4	4,010	4,846	20.8	2,506	3,558	41.9	2,181	3,471	59.1	2,796	3,779	35.2	2,650	5,165
Philadelphia, Pa.	2,780	3,943	41.8	4,193	4,591	9.5	2,580	2,932	13.6	2,237	2,701	20.7	3,010	3,230	7.3	2,104	2,990
New York, N. Y.	4,713	4,905	4.1	5,142	6,203	20.1	3,366	4,108	22.0	3,328	3,833	15.2	3,646	4,459	22.3	2,926	4,030
Birmingham, Ala.	2,893	3,391	17.2	2,322	3,140	35.2	1,278	1,955	52.9	1,181	*	....	1,512	*	....	....	....
Sacramento, Calif.	3,441	4,194	21.9	3,321	4,110	23.7	2,424	2,959	22.1	2,105	2,686	27.6	2,475	3,188	28.8	2,676	3,360
San Francisco, Calif.	3,636	5,231	43.8	3,781	4,954	30.9	2,448	3,540	44.6	2,214	3,259	47.2	2,664	3,893	46.1	2,676	3,360
Denver, Colo.	3,835	4,260	11.1	3,573	4,295	20.2	2,545	3,306	29.9	2,488	3,189	28.2	2,536	3,424	35.0	....	....
Hartford, Conn.	3,994	5,030	25.9	4,416	5,580	26.3	2,657	3,500	31.7	2,480	3,152	27.1	2,777	3,936	41.7	....	....
Wilmington, Del.	3,814	3,930	3.0	3,080	4,225	37.2	1,967	3,500	77.9	1,708	2,613	53.0	2,155	2,802	30.0	2,146	2,873
Washington, D. C.	3,494	4,666	33.5	3,478	4,333	24.5	2,311	3,105	34.3	2,125	2,905	36.7	2,468	3,333	35.0	2,025	2,929
Atlanta, Ga.	3,348	3,835	14.5	3,026	3,839	26.9	1,734	2,435	40.4	1,466	2,146	46.4	2,119	2,846	34.3	....	....
Gary, Ind.	3,567	3,772	5.7	2,908	4,322	48.6	1,923	2,850	48.2	1,767	2,740	55.0	2,174	3,072	41.3	....	....
Kansas City, Kans.	2,352	3,930	67.1	2,287	3,369	47.3	1,739	2,443	40.5	1,517	2,155	42.0	2,135	2,821	32.1	....	....
Baltimore, Md.	2,662	3,330	25.1	3,294	3,333	1.1	1,985	2,693	35.6	1,802	2,451	36.0	2,234	3,052	36.6	1,983	2,450
Flint, Mich.	2,523	4,069	61.3	2,618	4,225	61.4	1,629	3,099	90.2	1,535	2,314	50.1	1,714	3,019	76.1	1,619	2,970
Kansas City, Mo.	3,058	4,562	49.2	2,632	4,208	59.9	1,995	2,896	45.1	1,970	2,699	37.0	2,006	3,351	67.0	....	....
St. Louis, Mo.	3,270	3,496	6.9	4,495	5,377	19.6	2,534	3,021	19.2	2,333	2,707	16.0	3,149	3,836	21.8	2,311	2,937
Omaha, Neb.	3,195	3,719	16.4	2,166	4,491	107.3	1,548	2,566	65.7	1,480	2,383	61.0	1,604	2,887	79.9	....	....
Elizabeth, N. J.	3,077	4,244	37.9	3,899	4,145	6.3	2,110	2,982	16.5	1,915	2,577	34.4	2,308	3,322	43.9	2,109	3,178
Paterson, N. J.	2,468	3,769	52.7	3,443	4,401	27.8	2,560	2,858	11.6	2,462	2,624	6.5	2,767	3,349	21.0	3,568	3,151
Rochester, N. Y.	....	....	....	3,850	4,608	19.6	2,378	3,032	27.5	1,757	2,836	61.4	2,320	3,219	39.7	2,661	3,496
Charlotte, N. C.	2,366	3,384	43.0	2,359	3,669	55.5	1,253	2,107	68.1	1,258	2,151	71.0	1,287	2,038	58.4	1,992	2,030
Cleveland, Ohio	4,022	5,073	26.1	3,705	4,432	19.6	2,624	3,223	22.8	2,527	2,957	17.0	3,020	3,503	15.9	2,329	....
Dayton, Ohio	4,742	4,825	1.7	2,833	4,194	48.0	1,888	2,968	57.2	1,658	2,885	74.0	2,141	3,059	42.9	2,398	3,971
Toledo, Ohio	2,992	3,826	27.9	3,296	3,948	19.8	2,180	2,724	24.9	2,067	2,692	30.2	2,335	2,766	18.5	2,208	....
Oklahoma City, Okla.	2,911	4,297	47.6	2,423	3,741	54.3	1,464	2,641	80.3	1,311	1,732	32.1	1,448	2,537	75.2	....	....
Tulsa, Okla.	3,309	3,648	10.2	3,124	4,495	43.8	1,794	2,344	30.6	1,708	2,200	28.8	1,883	2,506	33.1	....	....
Erie, Pa.	2,606	3,813	46.3	3,560	4,222	18.6	2,013	2,585	28.4	1,872	2,380	27.1	2,125	2,777	30.7	....	....
Pittsburgh, Pa.	3,542	3,984	12.5	4,453	4,555	2.2	2,595	2,935	13.1	2,240	2,568	14.6	2,967	3,320	11.9	2,851	3,386
Reading, Pa.	....	....	....	2,663	3,334	25.1	2,138	2,899	35.5	2,083	2,522	21.1	2,198	3,294	49.8	....	....
Scranton, Pa.	2,523	2,839	12.5	2,989	3,391	13.4	2,217	2,679	20.8	2,344	2,514	7.2	2,046	2,886	41.1	....	....
Nashville, Tenn.	....	....	....	2,005	3,458	72.5	1,331	2,323	74.5	1,242	*	....	1,425	*	....	....	....
Dallas, Tex.	3,320	4,446	33.9	3,032	3,880	28.0	1,655	2,617	58.1	1,937	2,456	26.8	2,733	2,705	1.2	....	....
Houston, Tex.	....	....	....	2,836	3,510	23.8	1,668	3,102	86.0	1,579	2,958	87.4	1,745	3,277	87.7	....	....
Seattle, Wash.	4,644	6,154	32.5	3,660	4,261	16.4	2,326	2,854	22.6	2,098	2,840	35.4	2,443	2,873	17.6	....	....

*Number of teachers not given by level of education.

Average Salary Paid Instructional Staff in 37 Public School Systems of Cities with 100,000 Population and More, 1939-40 and 1946-47

Instructional Staff	Year	Per cent of Increase
	1939-40	1946-47
Supervisors	\$3,849	\$3,922
Principals and assistant principals.	4,525	4,933
Teachers:		
Elementary	2,488	3,760
Junior high	2,723	3,912
Senior high	2,791	3,391
Junior-senior	2,354	3,125
Regular	3,271	3,423
All teachers	2,853	3,331
Supervisors, principals, and teachers	2,925	3,409
Elementary including junior high teachers	2,497	3,132
High school teachers	3,409	3,798
		11.4

position by the Federal Government of the federal income tax which affected the income of school employees first in 1940.

Previously, personal incomes derived from state or local sources of taxation within states had not been subject to the federal income tax. The average salaries presented by these tables do not allow for the deductions made for state and federal taxes on income, or for the withholding of retirement funds. It can be conservatively stated that these deductions combined would reduce the gross figures here given by at least 15 per cent annually. In other words, to get what is called the "take-home pay" these salaries could be reduced by about 15 per cent including 3 to 5 per cent withholding for retirement. The latter, of course, is in substance an enforced saving, the benefits of which accrue to personnel at some future time, and cannot for that reason be considered as an irretrievable reduction of income. How-

ever, the federal income and state income taxes are irrecoverable deductions.

The salaries of supervisors appear to have made only a very slight gain in these 37 city school systems over the 7-year period. Principals did somewhat better in securing an average increase in salaries paid of \$408 or 9.0 per cent.

The elementary teacher made the largest average gain relatively and actually with an increase of \$1,272, representing 51.1 per cent over the 1939-40 average salary figure.

The junior high school teachers almost equaled the elementary school increases with an average gain of \$1,189, or 43.7 per cent over the 7-year period. The junior-senior secondary school organization showed an average salary paid its teachers in 1947 of \$3,125, a rise of \$771, or 32.8 per cent as compared to the senior high school organization's \$600 increase and the regular four-year high school's \$152 average increase, or 4.6 per cent over 1940.

For elementary including junior high school teachers the average increase was \$635, or 25.4 per cent, while for the high school level excluding junior high school teachers the average amount of salary increase was only \$389, or 11.4 per cent. Relatively, the elementary school teachers made an average gain in salary of 63.2 per cent, or an actual increase of \$246 more than that of the secondary school teacher. This disparity in the respective gains by the two levels may reflect the action taken by many of these large city school systems in more recent years of adopting the single salary schedule for teachers.

banking, mining, manufacturing, or any other enterprise which favors the general welfare. Unless there is some organization like this Committee the fundamental needs of education can easily become nobody's business.

The activated program of the Committee has included the following enterprises:

1. *Research.* Much of the work of the organization must be based upon factual data which requires basic research and fact finding. The Committee has used the resources of the Research Commission of the State Education Association to a large extent. This interchange of data also integrates the thinking of the two groups on problems of education which proves to be a vital asset in the total program.

2. *Forums.* The Committee has used the public forum idea generously in making up its action program. Some of the discussion sessions have been limited to representative leadership and others have been of the state-wide "open to the public" type. Out of these forums has come most of the forward-looking action of the Committee.

3. *Publicity.* All affairs of the Committee are thoroughly publicized so that the people are fully informed of the plans for educational improvement. The chief outlets of publicity have been press coverage at strategic intervals in state and weekly papers; a concise illustrated bulletin for general distribution over the state; a speakers' bureau of leaders who can carry the message of the Committee out to the people.

4. *Legislative Activity.* Much of the work of this Committee is pointed each two years toward the session of the state legislature. Members of the lawmaking body have welcomed the studied counsel of the group on educational problems. The approach to the legislators in session has been through a registered lobbyist and by means of general hearings at the state capital and during the legislative recesses by meetings to which representative leaders are invited for expression and counsel.

Results in South Dakota

The influence of the Committee for Education has been substantial in this state. Care has been taken in shaping up the program so that it is evolutionary rather than revolutionary, and the requests for change are pointed toward basic needs with every degree of reasonableness. This will continue to be the policy of the organization.

So far in the short existence of the Committee it has been largely instrumental in securing legislation for improved state aid and equalization, a new teacher retirement system for the state, an improved high school tuition law, and overhauled school finance. On the program for the next biennium will be requests for action on school district reorganization, a minimum nine months' school term, a permanent

(Concluded on page 64)

The South Dakota Committee for Education

W. W. Ludeman¹

The South Dakota Committee for Education of which the author of this article is a member was organized five years ago and is a voluntary organization composed of professional and lay groups of the state who are interested in promoting the welfare of public education. This year the Committee has formally organized under a constitution and bylaws, and there is a prospect that the organization will incorporate under the laws of the state in the near future. Membership in the Committee for Education is made up now of representation from the following groups: the Associated School Boards, the South Dakota Education Association, the State Parent-Teacher Association, the Federation of Women's Clubs, the American

Association of University Women, the Department of Higher Education. Other groups will be given admission to the Committee as they display interest in the program.

Funds to carry on the work of the Committee are raised by membership fees and other voluntary gifts and subscriptions, making available several thousand dollars each year for operational expenses. No officer is paid for his services but necessary travel costs for meetings are defrayed.

Program of the Committee

The Committee for Education in South Dakota carries the banner for public education. It assumes that there is a need for concerted support of a program for the schools just as there is for agriculture,

¹Dean of the Southern State Teachers College, Springfield, S. Dak.

Meeting a Bilingual Problem —

Elementary Spanish in the Tucson Public Schools *Jonathan L. Booth¹*

— *Buenos días, señorita Fernandez.*

— *Buenos días, Carlos. ¿Cómo está usted?*

— *Muy bien, gracias, ¿y usted?*

— *Muy bien, gracias.*

The above greeting is almost as common in grades one through eight of the Tucson public schools as the English equivalent:

“Good Morning, Miss Fernandez.”

“Good Morning, Charles. How are you?”

“Very well, thank you. And you?”

“Very well, thank you.”

1. What is the purpose of this Spanish program?

2. Can the elementary school afford time for Spanish in an already overcrowded curriculum?

3. How does the teaching of Spanish affect the learning of English?

4. Is Spanish taught also to Spanish-speaking children?

5. What is the attitude of children and parents toward this program?

6. How is the program organized, administered, and supervised?

7. Are teachers of Spanish and suitable textbooks available?

8. What methods of teaching Spanish are used?

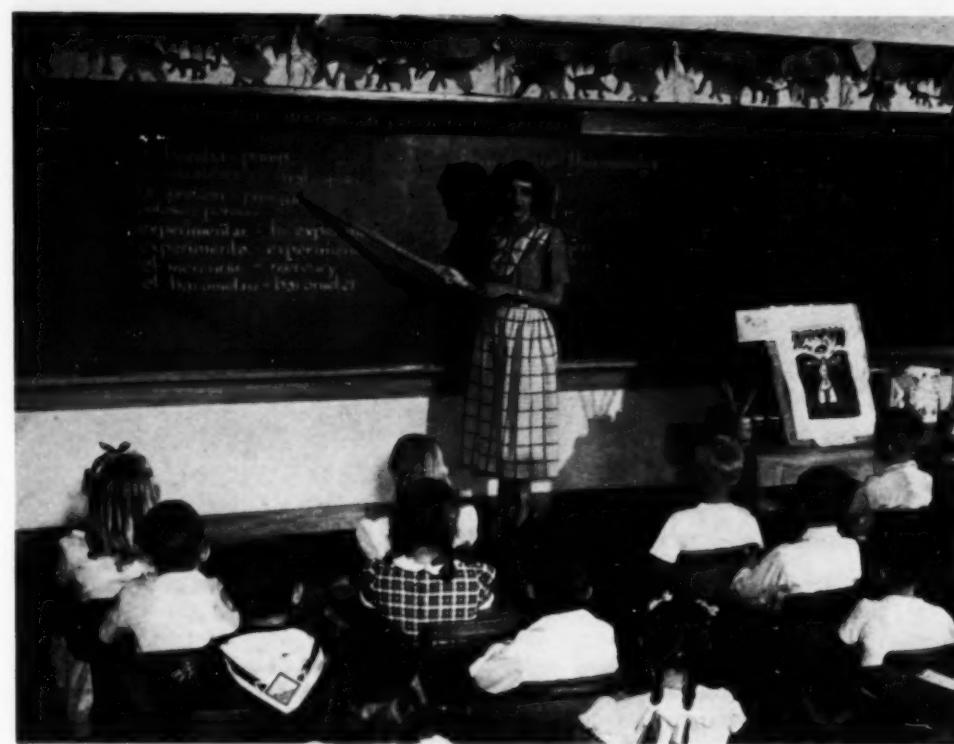
9. What audio-visual aids may be used in teaching Spanish?

These questions and many others faced the Tucson public schools in initiating the program of Spanish in the elementary schools. The writer will show how they have been answered.

Purpose of Spanish Program

The teaching of elementary Spanish is only a part—but a very important part—of a

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All the devices for developing vocabularies are used in teaching the Spanish-English classes.

larger program by the Tucson schools to develop a better understanding between the English-speaking and the Spanish-speaking people. The program includes, in addition to the teaching of boys and girls to speak, read, write, and understand the Spanish language, an understanding and knowledge of the history, geography, literature, art, music, customs, dances—in short, the life of peoples of the Southwest, Mexico, Central and South Ameri-

can Republics, Spain, Cuba, Puerto Rico, and all other Spanish-speaking countries.

In the Tucson elementary schools (grades 1–6) some 40 per cent of the boys and girls are Spanish-speaking. They learned in the home to speak Spanish. Later in school they learned to speak, read, and write English. Any of our Mexican children from the second grade and up can speak both English and Spanish. Which is the child with the language



The trip to the studio in the school bus is always a happy occasion.



The children take most seriously the actual broadcasting.



The speakers' group at a typical broadcast.

handicap? Certainly not the Mexican child. Should we not then give our English-speaking boys and girls an opportunity to learn the two principal languages spoken in the Southwest — and the world?

Spanish Aids English — and Spanish

Teachers have found that pupils studying Spanish (or other foreign languages) become more language conscious. They take a deeper interest in the English language because of the study of Spanish, and they progress faster in the learning of English than those studying only English. They also take a deeper interest in and develop a greater respect for the Mexican children with whom they associate in school and elsewhere. The Mexican children feel proud that they can help in this program, and appreciate the interest the English-speaking children are taking in them, their language, and customs.

Very few of the Mexican children have learned at home to read and write the Spanish language. During the war boys in the service received letters from their parents which they could not read because they were written in Spanish. The boys wrote letters in English to their parents which the parents could not read. Beginning with the fourth grade in the Tucson schools the Mexican children are taught to read and write Spanish. They are also taught the correct forms of Spanish speech — "dijiste" for "dijites" — "viste" for "vites" — "¿para dónde?" for "¿pa onde?" — "delantal" for "delantar" and many others. The Mexican children are very happy to have the opportunity to learn Spanish, and this happy attitude makes them work harder to do a good job of learning English.

Attitude of Children and Parents

One man said, "The school better do a good job of teaching English before attempting to teach Spanish." A few have said they feared the teaching of Spanish would get young children confused to the point where they would not learn either language well. But more than 99 per cent of the parents and all the children are enthusiastic over learning Spanish. Many parents are learning Spanish with the children. Teachers on the whole have been very much interested in not only the Spanish, but the whole program of better understanding between English-speaking and Spanish-speaking people. Last year many teachers enrolled in Spanish classes at the University of Arizona; others took courses from private tutors, while others got out their high school or college textbooks in Spanish and did some reviewing. Music teachers teach Spanish and Mexican songs, and dances. Art teachers have children work out art projects. Teachers of history, reading, geography are all helping to acquaint the children with the life of Spanish-speaking peoples.

Organization of Spanish Program

In the English-speaking schools Spanish is taught in grades one to eight. Some junior high schools have not as yet been able to work out a schedule that will provide a Spanish program for all seventh- and eighth-grade classes. Only conversational Spanish is taught in grades one and two. In grades three through eight pupils are taught to read and write Spanish, but the stress is still on conversation. Grammar is used only as a functional process.

In the Spanish-speaking schools the teaching of Spanish begins in the fourth grade. To begin earlier might confuse the child in English phonics. Two thirty-minute periods a week are given to new vocabulary and its use in sentences. Some time daily — before school, at noon, after school — is necessary to help the child "fix" the vocabulary.

Teachers with a knowledge of Spanish teach the children how to say the words. The home room teacher gives them practice in using the vocabulary. In many cases teachers learn with the children. The principal of each school, administrators, and supervisors plan the Spanish program as they would any other subject.

In the Tucson schools 12 Spanish-American teachers have spoken Spanish and English from childhood. Thirty additional teachers have either a minor or major in college Spanish. Of the remaining 240 teachers in the Tucson elementary schools, two hundred have varying degrees of ability to teach Spanish, but most of them can direct the practice in use of vocabulary already presented by a trained teacher of Spanish. When teachers in a building desire help, the trained Spanish teacher meets with them and gives them correct pronunciation, etc., in a unit.

The distribution of teachers of Spanish is an administrative problem that is being solved by transferring teachers from one school to another, or by adding new teachers with ability in Spanish where vacancies occur.

Availability of Suitable Spanish Textbooks

Since practically all of the elementary Spanish textbooks are more supplementary than basic in construction, we have prepared our own basic Spanish-English vocabulary in units covering twenty different subjects or areas of interest, such as Unit I — Modos de Saludar y Despedirse (ways of greeting and leave-taking); Unit II — La Familia y Parentes (the family and relations); Unit III — El Cuerpo Humano; Salud y Enfermedades (the human body — health and sickness). Other units cover the school, the home, arithmetic, clothing, nations and nationalities, in the country, in the city, groceries and foods, common verbs, idioms, vocations, transportation and communication, meals and lodging, in the drugstore, tools, science, sports, games, diversions, and aviation.

Each unit gives the essential vocabulary, both Spanish and English, to carry on an ordinary conversation on that subject area. *Ejercicios*, or exercises, are given using the words in sentences.

These units are mimeographed and sent out to all teachers and principals. Teachers' Guide Sheets accompany the vocabulary sheets, designating the units to be used for each grade level, and some suggested techniques for presenting vocabulary and for giving practice in conversation.

Method in Elementary Spanish

In the first and second grades the teacher pronounces the Spanish word or phrase and

gives the English equivalent while the children listen. Then the children say the words in unison. This process is repeated several times until the teacher feels that most of the children have learned the new word or phrase. Next, the teacher calls upon individual pupils to say the words, just to make sure each is getting the correct pronunciation. After words are taught, some daily practice in the use of these words is given to fix them in the child's permanent vocabulary. The correct English is stressed in the same way as the correct Spanish. Natural situations are used for conversation practice: "Dónde está mi sombrero?" (Where is my hat?) or "Préstame tu libro." (Lend me your book.) In the morning "Buenos Días" is used; in the afternoon, "Buenas Tardes"; and at night, "Buenas Noches."

Beginning with the third grade the teacher writes the words to be taught on the blackboard where the children can all see them. The teacher then gives the correct pronunciation and follows about the same procedure as the teachers of first and second grade, except that the children also read the words from the blackboard and finally write them in notebooks for further study and practice. Flash cards with words, idioms, and short sentences are used for quick visual drills. Having different teachers, pupils, and others speak Spanish to a group of children provides a good audio aid for understanding.

The teacher also makes use of suitable supplementary reading material, which may be obtained from many publishing companies.

Use of the Radio

The Tucson public schools, in co-operation with local radio station KVOA, prepare and present two 15-minute radio programs weekly on "People and Places of the Great Southwest."

One of these programs treats of the geography, history, and life of the people and places in the "Great Southwest" and the other treats of the languages of the people of the "Great Southwest," principally English and Spanish.

Usually these programs are prepared and given by teachers and pupils of grades four through eight, although occasionally lower grades give a program. Sixty to 100 pupils participate in each program, some 30 taking the speaking parts, and the rest presenting several appropriate songs in either English or Spanish. During a single school year some 3000 pupils participate in radio programs.

Each unit of Spanish-English vocabulary is presented twice as a radio program. In the first program a Spanish-speaking teacher gives the correct pronunciation, and in the second an English-speaking teacher has the pupils of an English-speaking school use the same vocabulary in conversation.

In the program giving correct pronunciation the teacher pronounces first the Spanish word, next the English equivalent, and then the Spanish again. After pronouncing all the words in this manner the teacher then pronounces each Spanish word with the group



The recordings of the broadcasts are attended by the participants with greater attention than any other school activity.

of pupils putting on the radio program, and repeats the words later. Pupils listening in the classroom, say the words with them.

Recordings are made of each radio program. These records are first played back to the group giving the program for study and evaluation. They are then placed in the record files to be checked out and used in the classroom. While the records are not absolutely essential to carry out the Spanish program, they do provide motivation and are very valuable in a school where only a few teachers have knowledge of Spanish. As a matter of fact, some teachers with no knowledge of Spanish to begin with have successfully taught Spanish and learned with the class by means of these recordings.

The success of these radio programs required the co-operation of the personnel of Radio Station KVOA and of the Tucson public schools. Program schedules are planned at least a month, and usually two months or more, in advance of the program. As soon as a school is scheduled for a program the teachers and pupils begin discussions and plans for program material and how to present it. After material has been selected, assigned, and the script written, several rehearsals are necessary to get an exact timing, to make all speaking parts clear and expressive, and to bring out in the songs good harmony, good tone quality, and good diction.

On the day of the broadcast the school bus takes the teachers and pupils from their school to the studio—a large room in one of the schools—and back to their school. Station KVOA sends a technician and an announcer to try out voices in speaking parts, to test the placing of microphones for harmony in songs, and to do the broadcasting. Recordings are made at the transcription station.

The children all love to have a part in

these radio programs, and really work hard to do a good job. As Juan, a sixth grader who had never been much interested in careful work habits, said to his teacher, "We have a *real* reason for wanting to do a good job of singing and speaking well—both English and Spanish."

THE STATE SUPERINTENDENCY AND POLITICS

The current news letter issued by the College of Education of the University of Colorado protests against the present situation in Colorado under which the state superintendent of public instruction is elected by the people on purely political lines. An amendment to the constitution is to be voted on in the fall under which a state commissioner of education is to be elected on the basis of professional merit by the members of an appointive state board of education.

This fall a golden opportunity will present itself to make a fundamental and permanent improvement in Colorado public education. Previously every state superintendent of public instruction in Colorado has had to run every two years in a general political election. Every act and activity of the official and his office had to be thought of in terms of votes influenced. Under the present setup, the amount of actual progress through the state legislature has been less in the past 20 years than, with few exceptions, in any other state in the nation. The office is quite generally regarded as among the weakest in the 48 states. The assistance given high schools, elementary schools, and small schools has, as compared to that in other states, been superficial and poorly supported.

No one in his right mind could advocate that the city superintendent of schools be elected by the people at a general political election. The cry of "Let's keep the schools close to the people" is a political red herring. Voting for a state superintendent of schools doesn't afford much contact for the people—especially when they have only a choice between two individuals selected by state politicians.

Still a Costly Difficulty —

Reasons for Pupil Failure— A Progress Report H. M. Lafferty*

Studies of causes which prompt failure in school have occupied a rather stable position in educational research for a long time. Because, as numerous authors have pointed out, failure in school is a costly matter—to the pupil, to the school, and to society at large—it is only fit and proper that this area of investigation be kept open. Ten years ago this author reported on the status of failure studies made during the years 1925–35.¹ The present paper advances that report another decade.

In bringing the study of pupil failure up to date it was evident early that concern for this problem in pupil personnel accounting continues to be considerable. At the same time, however, the type of failure study so common during the decade ending around the middle thirties, appears to have declined somewhat in popularity. In the 1935–45 interval fewer studies were made listing in detail the specific causes of pupil failure as reported by teachers and/or students. Also, with a few exceptions, the bulk of the studies made dealt with smaller numbers of failing students—another indication that the approach to the study of student nonpromotion so prevalent two decades and more ago has lost a bit of its vigor and appeal.

Failure Reasons Not Changed

Equally early in the present report it was evident that, while the number of statistical studies on reasons for pupil failure appears to have decreased slightly, the variety of reasons for nonprogress in school has not. Table I brings together the findings of ten writers² relative to the reasons for high school students failing to progress regularly through the grades or school subjects.

Table I lists 34 reasons for pupil failure. Actually these 11 investigations offer a total of 58 reasons for nonprogress, but for ease of reading and discussion only six of the reasons which appear but once are included. All other reasons mentioned but once are omitted from the present discussion. Thus it would seem that, as in the preceding decade, the American school teacher has a rather flexible vocabulary when it comes to explaining away Harry's or Harriet's failure in school.

It is quite likely that many of the reasons for failure listed in Table I are at least reasonable facsimiles of still other reasons which appear in the same Table. Thus to one teacher "poor effort" may mean what an-

other teacher considers "lack of concentration," and what a third teacher maintains is nothing more or less than pure, unadulterated "idleness." Yet to another (Anderson), these three reasons have meanings sufficiently different to merit separate usage and therefore special emphasis.

Agreement on Favorite Reasons

For all the diversity of causes of failure, however, there are certain reasons on which a majority of the studies are in accord. A majority of the studies are agreed that "irregular attendance," "low mentality," "lack of interest," "poor health and physical defects," and "insufficient effort," are prime factors in producing pupil mortality. These same reasons were the favorites of those personnel studies made in 1925–35. In fact, as is shown in Table II, the dozen leading reasons for pupil failure in studies made between 1935–45 show a strong affinity for the 12 favorite causes submitted in the decade previous.

The individual to whom the term *status quo* is an anathema is not likely to be made very happy by the comparisons suggested in Table II. For all the advent of an atomic age—along with such minor cataclysmic changes wrought by double bubble chewing gum, existentialism, and "new look" dresses—school teachers seemingly have changed little in the matter of explaining why students fail in school. Too, there is little if anything in the current survey to indicate that teachers today are any less inclined than formerly to hold that such reasons for failure as "lack of effort," "laziness," "lack of interest," and "poor foundation" bespeak professional weakness on the part of the teaching staff. Neither is there the idea, if one examines the reasons for failure submitted by students, that the pupils themselves tend any more to assume responsibility for having failed. The early pattern still prevails: Teachers blame the students, and the students promptly return the compliment. In this connection, however,

one feature of the current series of failure studies merits consideration; namely, the sharp reduction in the number of accessible failure studies built around pupil reasons for school nonprogress. Whereas between 1925 and 1935 five such studies were available, only two such studies were obtained in the 1935–45 period. Does this decrease in interest in the pupil's side of the problem mean anything?

The Four Responsible Agencies

As in the decade preceding, several studies made in 1935–45 of reasons for pupil failure listed the reasons in terms of relative importance and frequency of appearance. Such an arrangement is shown in Table III. The several reasons for pupil failure are grouped

under the four agencies principally responsible for pupil progress, namely: (1) the teacher and the school; (2) the pupil; (3) home conditions; and (4) pupil health—a dual responsibility of the home and the school.

All six of the studies reporting in Table III give "irregular attendance" as a reason for pupil nonprogress. Not only is this cause given unanimous backing, but with the exception of Penhale who ranks "irregular attendance" seventh out of a total of ten causes of failure, the authors hold this single reason to be of fundamental importance. The second most prevalent cause of failure as ascribed to the combined responsibility of teacher and school is "lack of fundamental training." In explaining failure on this ground, however, the four studies concerned differ widely as to the reason's relative worth. Thus to Hunter and Penhale this single failure cause is one much more to be reckoned with than is claimed by Johnson and Fensch.

Low Intelligence as Reason

Heading the list of reasons for failure directly attributable to the students themselves is "low intelligence." All six studies are agreed on this score. A close second is "lack of application." "Out of school interests," and "laziness" rank third. Interestingly enough, the studies are considerably more in agreement on the relative importance of "lack of effort" as a causal factor in pupil failure than they are on "low intelligence." Such a condition is a departure from the rank of importance given the same reasons in the seven studies reported on during the 1925–35 period. Four of the seven studies ranked "low intelligence" no lower than second place. It is possible, therefore (or is this wishful thinking?) that modern teachers are showing a becoming reluctance to prescribe "lack of ability" as the prime cause of nonprogress through school.

In the area of home responsibility, studies of pupil failure made in 1925–35 pointed up "home conditions," and "outside work" as important reasons for nonpromotion. On the basis of the studies shown in Table III these same reasons appear to have declined in significance.

Among the reasons for failure attributed to home and school "physical defects" continues to be a reason to be reckoned with in 1935–45 as in 1925–35. However, the later studies would seem to be considerably less impressed by such reasons as "emotional disturbances," "poor health," etc., than was the case during the previous decade.

Reasons for Reduced Failures

Is the pattern of pupil failure studies as laid down years ago by Ayres, O'Brien, and

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¹H. M. Lafferty, "A Study of the Reasons for Pupil Failure in School," *Educational Administration and Supervision*, 24:360–367, May, 1938.

²One author made two studies simultaneously by asking both teachers and pupils to give reasons for student non-progress, thereby making this survey actually represent 11 investigations.

TABLE I. Reasons for Pupil Failure as Given in Representative Studies, 1935-45

Reasons for failure	Pupil reasons		Teacher reasons							Frequency
	Formentor	Cornell	Anderson	Fornsworth	Fenwick	Hunter	Johnson	Lafferty	Meyers	
Irregular attendance . . . . .	.	.	x	x	x	x	x	x	x	8
Low mentality . . . . .	.	x	x	x	x	x	x	x	x	8
Lack of interest	x	x	x	x	x	x	x	x	x	7
Poor health and physical defects . . . . .	.	.	x	x	x	x	x	x	x	6
Poor effort . . . . .	.	x	x	x	x	x	x	x	x	6
Poor home conditions	x	.	x	x	x	x	x	x	x	4
Poor foundation . . . . .	.	.	x	x	x	x	x	x	x	4
Outside work . . . . .	.	.	x	x	x	x	x	x	x	4
Incomplete work	x	.	x	x	x	x	x	x	x	4
Outside interests . . . . .	.	.	x	x	x	x	x	x	x	3
Laziness . . . . .	.	.	x	x	x	x	x	x	x	3
Failure on tests . . . . .	.	x	x	x	x	x	x	x	x	3
Cannot read . . . . .	.	x	x	x	x	x	x	x	x	3
Miscellaneous causes . . . . .	.	.	x	x	x	x	x	x	x	3
Poor attitude	x	x	x	x	x	x	x	x	x	2
Lack of home study . . . . .	.	.	x	x	x	x	x	x	x	2
Dislike of subject	x	.	x	x	x	x	x	x	x	2
Little study in general	x	.	x	x	x	x	x	x	x	2
Late entrance . . . . .	.	x	x	x	x	x	x	x	x	2
Not knowing how to study	x	x	x	x	x	x	x	x	x	2
Carelessness	x	x	x	x	x	x	x	x	x	2
Timidity	x	x	x	x	x	x	x	x	x	2
Idleness	x	x	x	x	x	x	x	x	x	2
Childishness	x	x	x	x	x	x	x	x	x	2
No make-up work	x	x	x	x	x	x	x	x	x	2
Emotionally maladjusted	x	x	x	x	x	x	x	x	x	2
Truancy . . . . .	.	x	x	x	x	x	x	x	x	2
Poor preparation . . . . .	.	x	x	x	x	x	x	x	x	2
Changing schools or classes . . . . .	.	x	x	x	x	x	x	x	x	1
Poor concentration	x	.	x	x	x	x	x	x	x	1
Misbehavior	x	.	x	x	x	x	x	x	x	1
No provision for individual differences	x	.	x	x	x	x	x	x	x	1
Language spoken at home . . . . .	.	x	x	x	x	x	x	x	x	1
Reason not clear	x	.	x	x	x	x	x	x	x	1

TABLE II. A Comparison Between the 12 Most Frequently Mentioned Reasons for Pupil Failure Made in Failure Studies During 1925-35 and 1935-45

1925-35 (16 studies)	1935-45 (11 studies)
1. Irregular attendance	1. Irregular attendance
2. Poor health and physical defects	2. Low mentality
3. Poor home conditions	3. Lack of interest
4. Low mentality	4. Poor health and physical defects
5. Lack of interest	5. Poor effort
6. Poor effort	6. Poor home conditions
7. Laziness	7. Poor foundation
8. Poor foundation	8. Outside work
9. Teacher inabilities	9. Incomplete work
10. Lack of home study	10. Outside interests
11. Dislike of teacher	11. Laziness
12. Social activities	12. Failure on tests

others likely to flourish another ten, twenty, thirty years and more? Or is this approach to the problem due to be superseded by something better if not bigger? There are indications that a change of tactics is in the offing. Using the studies reported on herein and the attention given the problem of pupil failure in current textbooks in the fields of educational administration and curriculum making as criteria, it would seem that this area of pupil personnel like the old gray mare "ain't what she used to be." At least two reasons may be offered by way of explanation.

In the first place, promotional policies in the majority of our public schools have been greatly liberalized. (There are those who would use a stronger word!) The impact of a heterogeneous school population such as our schools have never before witnessed has had its effects. The liberal tenets of educators, philosophers, and sociologists who consider themselves sworn enemies of those who would preserve the *status quo* have not gone un-

heeded. Likewise, the work of the educational psychologists and the curriculum makers who have brought new and deeper respect for the individuality of each learner has had much to do with causing more teachers to stop, look, and listen before interrupting a student's steady progress through school. Result, the number of schools which have adopted a "promotion for all" policy, or a reasonable facsimile of such a policy of promotion, however, does not in itself justify relaxing interest in studies of why pupils fail. When schools which swear allegiance to flexible standards for pupil progress neglect to take stock of themselves, it not infrequently happens that some of those selfsame schools wind up following a plan of action considerably removed from the program to which they honestly believe they are dedicated. In other words, a school which maintains it is doing one thing but never gets around to verifying it, can, with the greatest of ease, wander from its charted course without realizing what is hap-

TABLE III. Summary of the Causes for Pupil Failure as Given by Teachers as They Appear With Greatest Frequency in Representative Studies, 1935-45

Cause of failure	Author					
	Formentor	Hunter	Pendale	Lafferty	Johnson	Fenwick
	5	8	10	12	21	30
<i>Teacher-school responsibility</i>						
Irregular attendance	1	2	7	3	2	1
Lack fundamental training — subject difficulty	4	5	—	16	25	4
Poor reader	—	—	—	7	10	2
Lack of interest	—	—	—	4	—	1
Lack of co-operation	—	—	—	8	—	1
Withdrawals	—	—	—	—	—	—
<i>Pupil responsibility</i>						
Low intelligence — lacks ability	4	3	6	2	18	6
Lack of application or effort	3	1	1	1	—	5
Out of school interests	7	—	6	14	7	3
Laziness	—	2	—	19	7	3
Poor study habits	—	9	4	—	—	2
Immaturity	—	—	10	—	15	2
Poor attitude	5	—	3	—	—	2
Wastes time	—	3	—	21	—	2
Failure to make up back work	—	—	6	5	2	2
Missing or failing important test	—	—	10	11	2	2
Cutting classes	—	—	12	18	2	2
Lack of attention — poor concentration	—	—	—	16	1	1
Incomplete work	2	5	—	—	—	1
Erratic personal habits	—	8	—	—	—	1
Written assignments prepared about 50% of time	—	10	—	—	—	1
Never recites	—	—	—	1	—	1
Does not do required work	—	—	—	5	—	1
Lack of initiative	—	—	—	—	5	1
Habitually lacks necessary materials and supplies to work with	—	—	—	15	—	1
Carelessness — never finishes work	—	—	20	—	—	1
No book reports	—	—	—	—	3	1
No class participation	—	—	—	—	8	1
No preparation	—	—	—	—	9	1
Troublesome	—	—	—	—	12	1
Wants attention	—	—	—	—	13	1
No homework	—	—	—	—	19	1
Would not dress for gym	—	—	—	—	20	1
Thinks he "can't"	—	—	—	—	21	1
Can do better	—	—	—	—	—	—
<i>Home responsibility</i>						
Outside work	—	—	7	8	28	3
Home conditions	—	—	—	9	17	2
Late entrance	—	—	—	17	14	2
Foreign student	—	—	11	—	—	1
<i>Home-school responsibility</i>						
Physical defects	—	6	9	13	27	4
Emotional disturbance	—	—	—	11	—	1
Poor health habits	—	—	—	—	24	1
Nervous	—	—	—	—	23	1
Overage	—	—	—	—	22	1
No patience	—	—	—	—	26	1

pening. Such was the case history of many of the public schools which came under the sights of pupil personnel workers nearly a half century ago. Such is the case history of some of our public schools today. If allegiance to a more liberal plan for pupil promotion were the only reason why interest in failure studies has slackened, it would be a reason without real justification. There would still be cause for schools to establish *proof* that such allegiance was *bona fide*.

New Approach to Problem Indicated

A second and a more defendable explanation for what seems to be a decreasing emphasis on pupil failure studies is that there is a growing dissatisfaction with what the traditional approach to the cause of pupil failure actually reveals. Leonard expresses the sentiments of a growing number of workers in the fields of school administration and educational research:

Our studies are not very helpful in shedding

light on the causes of failure. Teachers know too little about home conditions of pupils to stress these conditions as a cause of failure. The general and careless use of the expressions "lack of interest," "poor foundation," "laziness," "won't study" is of little help in interpreting the causes of failure; such phrases only confuse the issue. Do they not divert our attention from the study of the techniques of teaching and the effectiveness of individualizing instructional materials? Do they not gloss over the need for studying the pupil from a personal and social standpoint, and imply approval of the curriculum of the school and disapproval of the pupil himself? The intimate personal problems, the home life, and the social and environmental aspects of child life are too important to be ignored. Failure is doubtless an aspect of the home, the pupil, the teacher and the school, and the pupil's health. All these factors contribute to failure and success and must be given the attention they merit.³

Leonard has posed a real challenge in his insistence that pupil personnel studies not be content with mere labels, that such investigations probe until they strike nearer the heart of the problem. Failure studies which do nothing for the pupil other than reduce him to the status of a statistic serve little purpose. On this thesis workers in this field of research who contemplate further study may linger with profit.

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The Schools Provided —

Pictured Stories of Quincy History

Paul Gossard¹

Surprisingly enough, local history is something not easily taught. To begin with, there is seldom much carefully worked out, accurate teaching material. If there is such material, it is too often not written at the level of understanding of students. Out-of-town teachers are not familiar with the unorganized and not too available stories of the city's past or even of its present. If in time they do acquire the information needed, then a change in personnel promptly makes a new start necessary. Students too often feel that important events occur only away from home.

In Quincy, Mass., the home of two presidents of the United States and of the first signer of the Declaration of Independence, the scene of many significant events of the early explorations and developments of this country, students look too often to Lexington, Concord, and Plymouth as the historical spots of their state and overlook their own city's interesting lore.

Like the good Chamber of Commerce members they are, the men on the publicity committee of that organization felt that the children of the city should be more familiar with the famous people and events connected with Quincy's history and with the historical shrines about us. As is done so often in every community they suggested to the superintendent of schools, one of their own committee members, that the schools put on an essay or a poster contest on the subject of local history. As an alternative that would be more effective and that would be better received by the teaching staff, the superintendent recommended that a better means might be to write the story of Quincy in "comic book" form. On the strength of samples of better comic books and samples of students' work, the idea was immediately accepted, and the task was turned over to the schools with the understanding that this publicity committee would stand in the role of sponsors, aiders, and abettors of the project.

With the assistance of the director of guidance and research and representatives of

the social studies department, the art department, and the Chamber of Commerce, a plan was agreed upon as to the content of the book and the organization for the initial preparation of the stories. The stories chosen included Exploration and Discovery, Merrymount Gets Its Name, John Adams—Second President of the United States, Abigail Adams, John Quincy Adams, John Hancock and Dorothy Quincy, The Granite Railway, Colonel Francis Parker, and City of Ships. A staff of writers was recruited from the faculties of the elementary, junior high, and senior high schools, and subjects were assigned to various individuals or groups of individuals. Three members of the Chamber of Commerce accepted the assignment for writing the story on shipbuilding. Important to the success of the venture was an editorial committee, which served somewhat as a planning committee also.

At the meeting of these writers it was decided that after the necessary research each topic would be developed as a sequence of pictures with dialogue and explanatory notes to tell the story. The writers were to make rough drawings, using "stick" men in most instances to show the number and placement of figures in each picture. In some instances, history and art classes assisted, but no great amount of work was done by students in this preliminary work.

Where to find a capable artist to make the finished production was a big problem. A talented student in one of the Quincy senior high schools, in the meantime, was asked to make some rough sketches to be presented to a professional artist to indicate what was desired. To the surprise and immense satisfaction of the sponsors of the booklet this student's drawing proved to have extraordinary merit—to be as good, indeed, as a professional artist might have done. He was employed to go on with the work. After graduation he worked through the summer and into fall semester at art school. The last six pages were completed after he was in the United States Coast Guard. The pay was little more than nominal, but it was a great satisfaction to the young man and an

incentive to go on with specialization in the art field. The effect of this recognition of student talent is also bound to have a stimulating effect on other fledgling artists in the local school system.

The committee had still another major problem to solve—how to finance the booklet. Advertising naturally was one possibility, but the participants in the enterprise felt that to mix advertisements in with the pictures would detract from their value, especially as teaching material. The publisher of the local newspaper solved the problem by offering to print some thirty thousand copies of the 28-page booklet to be distributed free with the 11th anniversary edition of the paper. The schools were given several thousand copies for classroom use. So great has been the interest in the book on the part of local residents and of people in various parts of the country that it has become necessary to print a second edition of ten thousand copies, some of which will probably be made available to visitors at the local historic shrines.

The initial objective of making the young people of Quincy better acquainted with the historic background of their city and to know more of the relationship between the local history and national history has doubtless been achieved to a considerable degree by the general reading of the booklet for pleasure. Adult residents and visitors also in a comparatively short time can get an overall view of Quincy history which can be added to by further reading. In the classes the booklet will be used as supplementary material and possibly to some extent as introductory material for units on local history.

Our experience leads us to believe that almost any community could duplicate this project in its own way. Whether the reason for the community's being is industry, farming, climate, or what not, there is a story to be told of its work and its people. Made easily available to the students of that community in a form that appeals to them and that shows the importance of their particular "cog" in the whole country's machinery, the pictured story is bound to have real worth.

¹Superintendent of Schools, Quincy, Mass.

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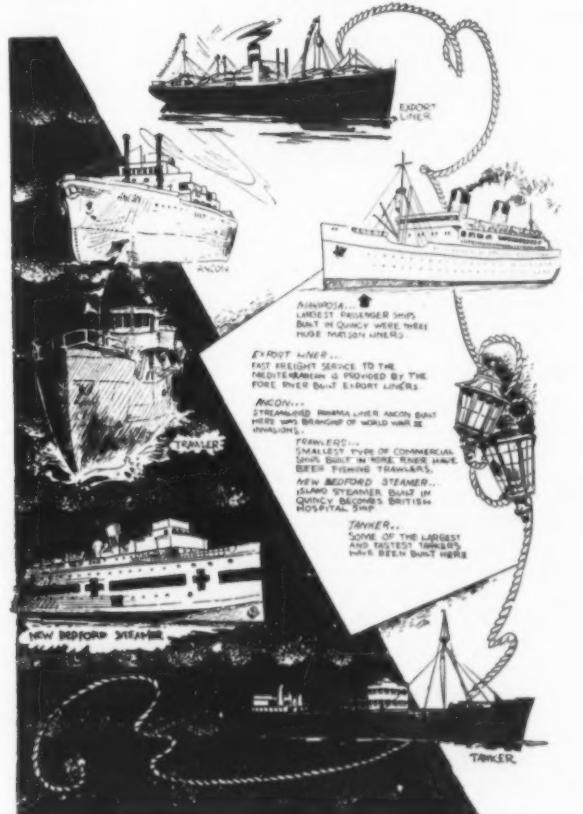
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A 28 page supplement of the 111th Anniversary Edition of the Quincy Patriot Ledger traced the history of the city from the earliest discovery to the present day industrial achievements of the city. In a very real sense Quincy, Mass., was the birthplace of American independence and the illustrated story had magnificent teaching values for the pupils in the schools as well as for the community at large.



The Julius Rosenwald Fund School Building Program S. L. Smith*

The curtain has closed on the last act of one of America's great dramas "for the well-being of mankind." The Julius Rosenwald Fund, incorporated in Illinois, October, 1917, has ended its work in keeping with the wishes of the Founder that the Fund close within 25 years after his death. Edwin R. Embree, president of the Fund for the past two decades, and Lessing J. Rosenwald, chairman of the board of trustees for more than a decade and a half, performed their last official duties on June 30, 1948, and committed the records to the archivists and the historians.

My words are inadequate to paint the true picture of the accomplishments of Julius Rosenwald, as a philanthropist, and the Fund he created, which was designated in the July 14, 1927, issue of the *Christian Century* magazine as "The Most Beautiful Picture in America." The *Century* had reference to the significance of the large working map in the southern office of the Fund showing by dots the location of all Rosenwald schools in the South. Mr. and Mrs. John D. Rockefeller, Jr., and Mr. Rosenwald spent an hour in my office studying and admiring this specially built working map, and asking questions as to why the dots were also continuous in some areas and sparsely scattered in others.

On Julius Rosenwald's fiftieth anniversary, August 12, 1912, he gave away around \$650,000. Among these gifts he included \$25,000 for offshoot schools of Tuskegee Institute, to be administered by Dr. Booker T. Washington, with a simple stipulation that each school raise an amount equal to his gift. At the end of one year Dr. Washington reported that these private schools had raised all they could and that there was an unused balance of \$2,100. He asked Mr. Rosenwald to let him use this small balance to stimulate the building of six experimental one-teacher public schools for Negroes to be located near Tuskegee. Mr. Rosenwald agreed, with the request that each school community match his money at least dollar for dollar.

The First Rosenwald School

While these six experimental schools were completed in the spring of 1914, the Loachapoka school in Lee County, Ala., happened to be the "First Rosenwald School." It was a one-teacher frame building costing \$942. Of this amount the Negroes raised in pennies, dimes, and dollars \$150 to buy two acres of land required for the site and gave \$132 in labor. Their white friends gave \$360 and Mr. Rosenwald contributed \$300.

The next day after the dedication of these experimental schools by Dr. Washington and the state superintendent of education in Alabama, Dr. Washington wrote Mr. Rosenwald the following significant statement: "Yesterday, I spent one of the most interesting days of all my work in the South. At each one of the schools visited there was a very large audience averaging a thousand of both white

*Provost Emeritus, Peabody College, and President, Interstate School Building Service, Nashville, Tenn.

and black people. The people showed in a very acceptable way their gratitude to you for what you are helping them to do. I have never seen a set of people who have changed so much from a feeling of almost despair and hopelessness to one of encouragement and determination."

Mr. Rosenwald was so well pleased with this report on the six experimental schools that he notified Dr. Washington on June 10, 1914, that he would give \$30,000 aid to stimulate the building of a hundred such schools in Alabama in co-operation with Tuskegee Institute and the state and county school officials. This modest beginning later grew into a huge program.

While this school building program was getting under way in Alabama the state agents and state superintendents of the other southern states became anxious to have Mr. Rosenwald extend the same type of aid for rural Negro schools to their states. Although individual states had requested aid from Mr. Rosenwald, he wanted to wait until the Alabama experiments had demonstrated the advisability of going into a general program of aid for school construction. The aid to these buildings in Alabama was given by Mr. Rosenwald personally from 1913 to 1917, before the Julius Rosenwald Fund was incorporated.

The Plan of Help Takes Form

On August 12, 1917, Dr. P. P. Claxton, U. S. Commissioner of Education, called a conference of the southern state superintendents of education and the state agents to meet in Washington to discuss a report on Negro education made for the Bureau by Dr. Thomas Jesse Jones through aid of the Phelps-Stokes Fund. The General Education Board sponsored the conference, and Julius Rosenwald, who was present, took part in the discussions and made a brief statement on the experimental school buildings in Alabama. This group of chief state school officers and state agents gave a vote of thanks to Mr. Rosenwald for his generosity in helping

to build Negro schools in Alabama and at the same time urged him to extend such aid to the other southern states. He was favorably impressed and suggested that they select a committee to draw up general plans for the proposed enlarged program and submit to him for consideration.

The conference selected the committee composed of Jackson Davis, field agent of the General Education Board; James L. Sibley, state agent in Alabama; and S. L. Smith, state agent in Tennessee. The committee recommended: (1) that Mr. Rosenwald extend school building aid to all the other southern states that had state agents paid by the General Education Board; (2) that all buildings be erected on well-designed modern rural school plans; (3) that the Rosenwald aid be raised to \$400 for a one-teacher school and \$500 for a two-teacher or larger; and (4) that the program be continued through Tuskegee Institute.

Mr. Rosenwald approved the committee's report for extending this building program, and in October, 1917, incorporated the Julius Rosenwald Fund "for the well-being of mankind." As this enlarged building program got under way one of the chief handicaps was a lack of modern building plans for rural schools. He discussed this problem with Dr. Wallace Buttrick and Dr. Abraham Flexner of the General Education Board. They advised that he ask Dr. Fletcher B. Dresslar, professor of hygiene and schoolhouse planning at George Peabody College, Nashville, to make a survey of these schools. Dr. Dresslar agreed to undertake the task and completed his study and filed the report on the Rosenwald Schools in 1919 (published as Bulletin No. 1, of the Julius Rosenwald Fund).

A Southern Office Opened

Following Dr. Dresslar's report Mr. Rosenwald called in for a conference Dr. Wallace Buttrick and Dr. Abraham Flexner of the General Education Board, Dr. James H. Dillard of the Jeanes and Slater Funds, Major Robt. R. Moton, and Mrs. Booker T. Washington of Tuskegee. At the close of this conference Mr. Rosenwald announced that he would establish a Southern Office in Nashville, independent of any institution, and that S. L. Smith, state agent of Tennessee, had been selected to assume the duties as director and to organize the southern office. Mr. Smith was employed mainly because he had spent about three years as a graduate student at Peabody College, where he had taken the courses in schoolhouse planning, hygiene, and rural sanitation under Dr. Fletcher B. Dresslar and had prepared modern rural school plans ranging from a one-teacher to a six-teacher type, for use in the schools of Tennessee—two plans for each teacher type, one to face east or west and one to face north or south.

Mr. Rosenwald called another conference in June, 1920, to meet at Tuskegee Institute to prepare the new plan for aid. In this



The old Warm Springs Negro School is typical of the thousands of buildings which the generosity of Mr. Rosenwald caused to be replaced by fine community schools. The inside of this old building was worse than the outside.

conference were Dr. Wallace Buttrick, Dr. Abraham Flexner, and Dr. Jackson Davis of the General Education Board; Dr. James H. Dillard, president of the Jeanes and Slater Funds; representatives of the state departments of education; officers of Tuskegee Institute; and S. L. Smith and Mr. Rosenwald's private secretary. This group worked two days preparing a two-page statement of the proposed plan, which each member signed and transmitted to Mr. Rosenwald through the new director of the Fund.

Mr. Rosenwald approved the plan and transmitted it with a letter to the chief state school officer in each of 14 southern states, expressing his willingness to co-operate with the states and counties in giving aid toward the building of modern rural Negro schools and teachers' homes, and requesting that each prepare and present to the director of the southern office a tentative budget for 1920-21. This budget totaled more than \$500,000.

Vast Outcomes of Plan

By this administrative act Mr. Rosenwald, president of the Fund he established, set in motion a program destined to become the largest and most dramatic rural school building program ever launched by a philanthropic agency in the world, resulting in the construction of 5358 modern rural Negro schools with a pupil seating capacity of 63,795, located in 883 counties of 15 southern states, costing \$28,424,520. Of this amount the Negroes raised 16.64 per cent, their white friends, 4.27 per cent, public agencies, 63.73 per cent, and the Julius Rosenwald Fund gave 15.36 per cent. The total cost of the Rosenwald schools in these southern states was more than the reported value of all Negro public school property in these states in 1920, when the Fund began its extended building program. This program created appetites which produced an enormous crop of by-products in: Negro health; library service in elementary and high school, schools, colleges, and counties; Negro colleges and universities; teacher education; college fellowships; race relations activities; and many other important works.

The 22 million dollars expended by the Fund within a span of 30 years do not represent the full value of the gifts, because the donor charged each of his dollars with some magnetic power sufficient to draw five dollars or more from public coffers, other agencies and individuals to be spent on the projects sponsored by the Fund; for with every gift he gave himself. The amount spent through the Fund does not include the many millions Mr. Rosenwald gave away personally.

From 1920 to 1928 Mr. Rosenwald gave personal attention to this program. Each June, I would present to him an annual budget amounting to more than \$500,000 to aid in the building of 500 rural Negro schools, teachers' homes, and vocational buildings. In approving the budget he wanted to know whether the character of construction of the buildings was growing better year by year. He was pleased to learn that the Rosenwald School was usually the first modern rural school in the county. Once he said to me with a smile, "We builded better than we knew." One county superintendent made a typical statement to me: "When I built the first modern Rosenwald School in my county, the white communities became dissatisfied with their



Julius Rosenwald's philanthropies grew out of a genuine concern for the welfare of least fortunate Americans.

old dilapidated buildings, and as a result I shall have to build modern rural schools from now on for both white and colored communities."

State School Buildings Created

The "Community School Plans" were furnished through the state departments of education by the Julius Rosenwald Fund for rural white schools, as well as for the Rosenwald schools. There was great need for trained state directors of schoolhouse planning to supervise the selection of plans and the construction of buildings to suit the needs of various communities. At a meeting of the chief state school officers and state agents of the South at Gulfport, Miss., in January, 1925, sponsored by the General Education Board, the group expressed a desire that either the General Education Board or the Julius Rosenwald Fund help them establish divisions of schoolhouse planning under trained directors in the southern states. Dr. Wallace Buttrick, executive officer of the General Education Board, stated that since the Julius Rosenwald Fund was furnishing generous aid for Negro school buildings, the General Education Board would be willing to consider applications from each of the states for funds to set up the division of schoolhouse planning over a five-year period. For these divisions it was agreed that state directors be selected and sent to Peabody College for at least one year of graduate work under Dr. Fletcher B. Dresslar. The director of the southern office of the Julius Rosenwald Fund was asked to help find the men for these divisions and suggest the type of training they should take in their college courses to prepare them for this important work. They were given scholarships for this training by the General Education Board and the Julius Rosenwald Fund.

These trained school building directors greatly improved the type of construction in the states and accelerated the building program. They worked in close co-operation with

the state agents in selecting and adapting the plans, and supervising the construction of the Rosenwald schools, and directed the program of construction of the white schools, built mainly on these "Community School Plans." Their services have been so important that the state departments of education have continued these divisions, after the five-year period ended.

At the urgent request of these state directors of schoolhouse planning the Interstate School Building Service was established at Peabody College in 1929 by a grant from the Julius Rosenwald Fund as a tribute to Dr. Fletcher B. Dresslar. The purpose of this organization was to serve as an exchange of ideas and plans through this new service as a clearinghouse for the southern states.

The co-operation of the Fund with other foundations was most cordial and helpful. For example, in the building of large consolidated or county training schools the Fund would give aid on the buildings and in many instances contribute toward bus transportation; the General Education Board would give aid toward providing modern equipment; the Slater Fund would furnish aid for a trained vocational teacher; and Jeanes Fund would provide a supervisor. Through this co-operation hundreds of these schools developed into accredited high schools.

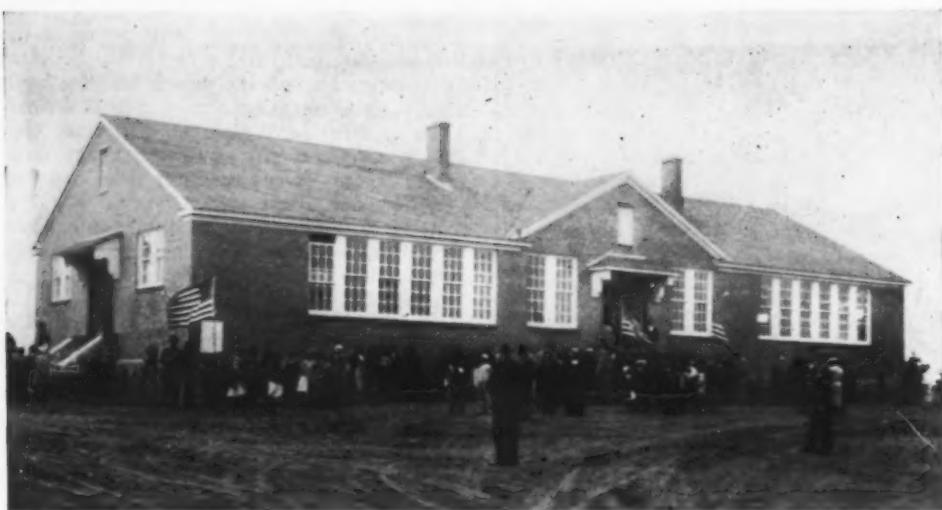
Program Closed in 1932

After the death of Dr. Dresslar in 1930, Dr. Ray L. Hamon, a former pupil of Dr. Dresslar, took his place in the college. When the southern office of the Julius Rosenwald Fund closed, January 1, 1938, the Fund donated all its plans, bulletins, and some equipment to the Interstate School Building Service at Peabody College, and made appropriations from time to time to continue the service till September 1, 1947. The General Education Board made an appropriation in 1947 to continue the service till September, 1950. It is now a section of the Division of Surveys and Field Services of the College—a division which has received \$250,000 from the General Education Board toward a half million dollar endowment.

When Dr. Hamon accepted the position of chief, Housing Section of the United States Office of Education, Dr. W. D. McClurkin, a former student of Dr. Hamon, succeeded him at Peabody and continued and enlarged this important service made possible by the Julius Rosenwald Fund. Dr. McClurkin is also secretary-treasurer of the National Council on Schoolhouse Construction.

The Final School Aided

Since the school building program of the fund closed June 30, 1932, we are often asked why the last Rosenwald School was completed and dedicated March 18, 1937. When I was in Governor Franklin D. Roosevelt's office in October, 1929, at his request, he asked me if the Fund would give him aid in building the Negro school at Warm Springs, Ga., and invited me to Warm Springs on Thanksgiving, 1929. I promised him aid would be available when the community qualified and filed application, and also accepted the Thanksgiving invitation. The stock market crash that week and the later depression stopped this building project and my visit to Warm Springs that Thanksgiving. But in October, 1934, President Roosevelt invited me to the White House in Washington for a



The Eleanor Roosevelt School at Warm Springs, Georgia, was the 5358th Rosenwald School. Picture taken in the rain by Mr. S. L. Smith just before the President arrived to make the dedicatory address.

conference at which time he reminded me of the promise I had made to him five years before. When I told him that the Fund had closed its school building program in 1932, he quickly replied, "But you promised me!" To help the southern director carry out this promise, the trustees of the Fund made a special appropriation for this last Rosenwald School — the Eleanor Roosevelt School, a four-teacher brick building with auditorium, costing \$16,000. Of this amount the Julius Rosenwald Fund gave \$2,500, the Negroes, \$500, George Foster Peabody, \$500, Mr. Roosevelt personally, \$1,000. The remainder was provided by the WPA. This last Rosenwald School was dedicated March 18, 1937, by Franklin D. Roosevelt, President of the United States; Edwin R. Embree, president of the Julius Rosenwald Fund; and M. L. Collins, state superintendent of education in Georgia. S. L. Smith was master of ceremonies.

In opening his address, President Roosevelt said: "I am glad I have been introduced as your neighbor because I have been your neighbor now for a great many years. I am also glad Mr. Smith went back to that day in Albany, in 1929, when we talked about the needs in Warm Springs. The Julius Rosenwald Fund helped materially in providing us with the plans for the white school, which was built in 1929. With the completion of this school this community is now pretty well fitted out with its physical needs as to school buildings." In continuing he said: "I went to school in Warm Springs." He explained how he began to learn economics at Warm Springs.

The difficulties in getting the money to build this school at Warm Springs gave President Roosevelt a concrete opportunity to understand the serious handicaps in providing the local funds for building rural schools. The Warm Springs school board voted the money on Thanksgiving, 1934, but they seemed unable to sell bonds or borrow the money. During this period of delay I wrote President Roosevelt in March, 1935, urging that a fair share of the 4 billion dollars being authorized by the Congress for relief and recovery be allocated for building schools. In answer to this request the President wrote me on March 22, 1935, as follows: "In regard to federal monies the only encourage-

ment we can offer is in the form of loans to school districts at a very low rate of interest. That ought to help throughout the South where, in the past, school districts have been paying 6 per cent or more for money."

When I wrote him that I knew thousands of school communities in the South which could not qualify to borrow money at any rate of interest and asked what could be done for these schools, he invited me to come

back to the White House. In the conference I gave him details of conditions and told him that even the Warm Springs school district had not been able to borrow the money to build the proposed Rosenwald School. He seemed greatly impressed and disturbed over these conditions, thanked me for bringing them to his attention, and said he would give the matter careful consideration.

Just as the building of the first Rosenwald School helped to influence Mr. Rosenwald in his final decision to launch a south-wide program of school buildings for rural Negro schools, so, the building of the last Rosenwald School — the 5358th Rosenwald School — at Warm Springs likely had some part in helping President Roosevelt understand firsthand the imperative need for federal aid in building schools for all groups in the nation, resulting in a total construction of 2 billion dollars' worth of educational buildings from 1935 to 1940. Of this amount more than 900 million dollars came from federal monies through the CWA, PWA, WPA, and NYA. The President had the authority of allocating these federal monies. The Julius Rosenwald Fund and the Interstate School Building Service furnished several thousand "Community School Plans" throughout the South and the nation to help speed up this huge federal aided building program.

The library and health programs initiated by Mr. Rosenwald and the Fund in the South, beginning around 1927, were just as fascinating as the school building program even if they were not so spectacular and tangible.

Adult Education Is Different

Homer Kempfer¹

Adult education is the free enterprise of the educational world.

Adult education in a free country has to be good. Otherwise there are no participants. Compulsory attendance laws do not apply to adults. The activity must fill a recognized need. If the instruction is worthless, the registrants know it — and they do not come back.

Children and youth are required by law to take subjects thought by their elders to be good for them. Social lag, academic resistance to change, and skills of teachers who prefer not to retool may at times leave the worth of those subjects open to question. Under custodial systems, methods may be ineffective, but so many hours, so many days, so many credits must be added up. This is not likely to happen in adult education.

Children and youth come for fixed terms — September through spring. Course length is fixed by the semester or year. The length of adult

courses is determined by the purpose, the goal.

Elementary and high schools have terminal points while adult education is never ending. Youth look toward graduation. The spirit of adult education is continuous growth.

Youth are organized into classes and are taught primarily by mass methods. Adult education uses all methods and realize that the Great Teacher sometimes taught the individual.

Adult education is urgent. The fate of the world is in the hands of adults because there is no longer time to raise up a new generation of children. Adults now living will make the decisions of war or peace — life or death. Adults must study, learn, think, and create the right answers.

The community, the State, the nation which strengthens its program of adult education is intelligently concerned with its own future.

¹Specialist for General Adult and Post-High School Education, U. S. Office of Education.

Obtaining and Maintaining Good Teacher Morale *Virgil Bozarth*¹

The teaching force with good morale is a heads-up, smiling, united, purposeful, hardworking, happy organization.

What can a principal do to bring about and maintain this rapport, this *esprit de corps*?

He can be humble. Maintaining an attitude of humility is like keeping one's temper; if you are right there is no need of losing it and if you are wrong you cannot afford to lose it. Likewise, if one is confident, humility will not detract and if one feels he has much to learn or senses he is on uncertain ground, a display of pride and arrogance tends to cause disdain and resentment.

Effective backing in cases of disciplinary action is highly heartening to teachers. A principal's general attitude should be that each teacher runs his own classroom. More times than not a disciplinary matter can be turned back to a teacher with the reiteration of the general policy that members of the force are in command in their individual spheres and that stanch administrative support will be given reasonable and fair disciplinary measures adopted by members of the faculty. Of course the promised support must then be forthcoming.

Teachers, like other people, get a great deal of joy out of accomplishment, out of the achievement of goals they themselves have set. The wise principal takes full advantage of this natural and spontaneous element of morale building. He will encourage such planning and will avoid every possible interruption to normal classroom routine and the resultant nullification of teacher's plans. He will plan ahead to the end that telephone calls to classrooms and special bulletins will be kept at a minimum. He will carefully explain the reasons for necessary interruptions.

The proper planning and execution of faculty meetings will raise the spirits of teachers. Under this planning comes the elimination of unnecessary meetings. Superfluous meetings at the ends of full days of teaching are deadly to morale. Except in cases of real emergency, faculty meetings should be announced well in advance. Such announcements will let teachers know that they are thought of as intelligent people and that their personal and professional plans, problems, and schedules are being given the sincere consideration that they deserve.

Doing a Co-operative Job

The competent principal never tries to

run the show alone. He gives his teachers credit for having usable ideas; he asks for those ideas and makes use of them at every reasonable opportunity. Giving such credit and following such a policy avoids all appearance of ignoring those of the staff. No one can bear to be ignored. All crave recognition and teachers are people of a caliber and training who can make their thoughts and ideas especially useful.

When a committee, appointed by the principal as a step toward solution of a problem, makes a report, the principal will acknowledge that report and give it honest consideration. He will report back to the committee as to the disposition of the problem expressing appreciation for the work of the group. If he finds himself unable to use the committee's conclusions he will take pains to explain the reasons why he was unable to do so.

It is the principal's job to avoid all incidents and circumstances tending to frustrate members of his teaching force. The very nature of a teacher's work seems to breed frustration. This is especially true in connection with the question of an administrator's demand that the faculty observe professional ethics in regard to mutual loyalty and to their so-called superiors, and in regard to discussion and gossip concerning weak spots in the schools. To the end that a principal does not contribute to this frustration, his discussions of professional ethics must be completely open and frank and he himself must be meticulous in his adherence to the principles he urges. At no time must he demand observance of professional ethics to cover up incompetence in himself or weakness in the system.

Principals sometimes have problems that demand temporary compromise. They must recognize that such compromise may give the appearance of unnecessary appeasement. To maintain confidence and morale the principal must take the teachers into his confidence and ask for help and suggestions. In this way the teachers will appreciate the problem and will share the responsibility of finding the best solution.

Planning and a Smoothly Run School

A good principal will avoid pretense. At times everyone gets into situations in which he feels inadequate. The principal should not try to bluff his way out of such situations in which his teachers are involved. Honesty and frankness and a stated intention of getting more information will be much better for the morale of the group.

No factors in building up and keeping good morale are more important than good

planning and good organization. When an administrator plans, his thoughts must reach out to the teachers and their possible plans. Every event and every change of events for days ahead must be thought through as to the possible consequences on every person and department. Good planning means good timing, good co-ordination, and results in a smoothly running school. A smoothly running school promotes feeling of confidence and security in a teacher. He feels that he is being given his chance to bring his plans to fruition.

The principal who plans well lets his teachers know what is going on. There will be a few unannounced or unexplained events. The good planner knows and announces ahead of time the procession of school events.

Definite and complete assignment of duties helps keep morale at a high level. Teachers like to know just what is expected of them. The principal must not leave some duties or parts of jobs unassigned. To do so will engender uncertainty and uncertainty in a group has negative effects.

Rules and regulations, their number and kind, need to be reviewed by the principal. He must be specific in regard to these. A small number of well-defined, properly proclaimed, general policies will always please better, and be followed to greater degree, than a large number of detailed rules. And the good principal will remember that he must follow his own regulations, rules, and pronouncements in a thoroughly consistent manner.

The principal striving to attain and keep good teacher morale will be fair, kind, and sympathetic. He will be slow to criticize, but quick to praise when praise is due. He will give evidence that his decisions are based on criteria rooted in high principles and lofty ideals. Distribution of teaching loads and extra duties will be equitable. Unavoidable inequalities of work will be frankly and honestly explained.

Practicing What Is Preached

This principal will practice what he preaches. He will realize that the exhortation of teachers to a high level of teaching puts an additional responsibility on him to provide needed instructional materials in sufficient quantities and at the times they are needed. He will realize that the espousing of safety makes it mandatory for him to be aggressive in promoting safe and sanitary condition for pupils and teachers. He will keep in mind that the writing of public relations news releases about the good

¹Principal of Junior High School, Martinez, Calif.

things his school is doing must be about things actually done or under way. He will not confuse the mere writing about things with their actual accomplishment.

The "noble and great" attitude is to be shunned by the principal. Occasionally he tells his teachers that too many "inspirational" meetings are not good. He'll tell them and he'll mean it. He will realize that as a group, teachers are idealistic but that they consider overvocalization in regard to such things is maudlin and sanctimonious. He will tell his faculty that sometimes a swim or a show can be worth more than reading a textbook on education. A

relaxed body and a serene mind, reflected in a smiling countenance, are absolutely vital to good teaching. It is the principal's business to promote the smile.

At all times the principal regards his teachers as human beings, intelligent and well trained, with dreams, emotions, and hopes like those that he carries within himself. Occasionally he even unbends to compliment a member of his staff on his or her appearance. He shows sincere interest in their wives, children, parents, and friends.

Always, the principal aiming at high staff morale will consider himself a partner with his faculty in a common undertaking

of fundamental importance, the successful achievement of which is greatly enhanced by mutual recognition and regard. He is the leader in this partnership. To be a leader one must pay a price. This price is mainly hard work. However, there is quick recompense for hard work on the part of a leader begets hard work among those he leads.

There is a by-product, a valuable by-product, to a principal's program of teacher morale building. It is good principal morale. It is like the biblical admonition to the effect that he who labors for the salvation of others also saves himself.

For Better Meetings —

What Every School Chairman Should Do

Members of boards of education and school executives inevitably must attend meetings legally called — meeting of the board of education itself, committee meetings, group conferences. There is no other means of democratically conducting a school system.

In a sense, the efficiency of an administrative group is dependent upon the effectiveness of the meetings and upon the ability of the members to plan wisely for the schools — all in meeting assembled — to set up policies which the executives will enforce, to check on the effectiveness of the policies, and finally to evaluate the outcomes of the entire enterprise of public education in the local situation.

In every meeting some one person must lead the group; he must clearheadedly understand the problem in hand or the task to be performed; he must guide the individuals through the conflicting details of the problem or task and hold them to the wisest possible decision. Frequently the real guide of a school board meeting or of a committee meeting is not the lay chairman but a professional executive of the schools who brings to the meeting the technical facts, the philosophy, and an understanding of the ultimate outcomes. This situation perhaps makes the work of the chairman more difficult and is a challenge to his ability to hold the group to correct, and so far as possible, satisfactory action.

Aside from the official and technical problems, there are a number of things which every chairman of a school group meeting must do to successfully perform his job. These are universal in all group action and involve mostly common sense and a bit of everyday psychology. Walter Weir, an advertising executive, has recently summarized these common elements under 15 heads. Writing in *Printer's Ink*, he suggests:

Fifteen Suggestions

1. *Never start a meeting without an agenda.* An agenda might be called a list of things to

be covered by the meeting. An agenda saves time. It keeps a meeting on the beam. It should never be veered from.

2. *State the purpose of the meeting to begin with and read the agenda.* Members of a meeting are not always acquainted with why they are there. They should be so acquainted. It helps them concentrate on what the meeting is to accomplish.

3. *Keep the meeting moving.* Just as a meeting is seldom any better than its chairman, so it is seldom any more productive than the interest shown in it by its participating members. Interest flags when action lags. Keep the meeting moving.

4. *Speak clearly.* If you are the chairman, you are the spearhead of the meeting. You have the agenda. If you can't be heard, you can't exercise control. If you have a low speaking voice, rap for silence before you speak.

5. *Prevent general hubub.* When everybody talks at once, nobody can be heard. Insist on order.

6. *Avoid talking to individuals without talking to the group.* Side conversations between the chairman and individual members are bad. They disrupt the meeting.

7. *Keep the speaker talking clearly and audibly.* If a member asks for the floor and is given it, it is up to you to see that he makes proper use of it. Interrupt him if necessary and have him repeat what he has said if there is the slightest suspicion that not everyone has heard.

Work for Decisions

8. *Sum up what the speaker has said and obtain a decision.* Not all members will be good at expressing themselves. It is up to you to determine what they have said and whether or not it has been understood.

9. *Stop aimless discussion by recommending committee study.* Occasionally, subjects are discussed on which general agreement at the time cannot be reached. In such cases, sub-

mit the matter to further study by a committee.

10. *Keep control of the meeting at all times without stifling free comment.* Invite criticism and even disagreement. Also ask for support. Clarify issues by obtaining majority support.

11. *Don't argue with the speaker.* Ask questions if you disagree. Nobody can be positively neutral. But you, as chairman, must remain as neutral as possible. Let the meeting make the decision.

12. *If you have a comment, ask for the floor as a participant.* As chairman, you must retain the respect of the meeting. If you feel called upon to participate, ask for the floor as a participant. Otherwise, you ruin your chances as chairman.

13. *Don't squelch a troublemaker.* Let the meeting do it — call such troublemaking to the attention of the gathering. It's the duty of the meeting to pass judgment, not yours. Let the meeting pass judgment on issues and on the conduct of the members.

14. *Be aware of the participant's comfort.* Members of a meeting are human beings. They are subject to physical laws as well as to your authority. The meeting will accomplish more if all the members are comfortable. Be sure there is enough light, air, water, etc.

15. *Check at the end of the meeting if every member feels his particular subjects have been adequately covered.* It is your duty to see that sound and just decisions are arrived at. Double-check at the end of the meeting just to be sure.

It is men and not methods that determine whether a school or college or a school system will be superior or inferior. The institution or system that delegates teachers and teaching to second place is doomed to mediocrity. With good teachers all schools and colleges and school systems can improve the quality of their work and their product, without "quack-doctoring" themselves and the educational process. — Edgar W. Knight, University of North Carolina.

Will It Set a National Pattern —

The Richmond, Indiana, Pilot Dental Study

Glenn Holder¹

When military records showed that bad teeth were a major cause for rejection of men examined during World War II, public health officials throughout the country began to call attention to the need for more public education and other action on dental health, especially among children of school age. However, since no studies had been made on the extent of tooth decay in various sections of the country, officials could hardly tackle a problem if they didn't know exactly what the problem was. And although dentists were fairly certain that the nation's school children as a group were much in need of more dental care, no one had any facts.

Consequently, the United States Public Health Service, in collaboration with the Indiana State Board of Health and the School City of Richmond, Ind., instituted in the Richmond schools a pilot dental study² to last five or six years.

Purposes of Study

The objectives of the study, which began operation December 23, 1946, are fourfold:

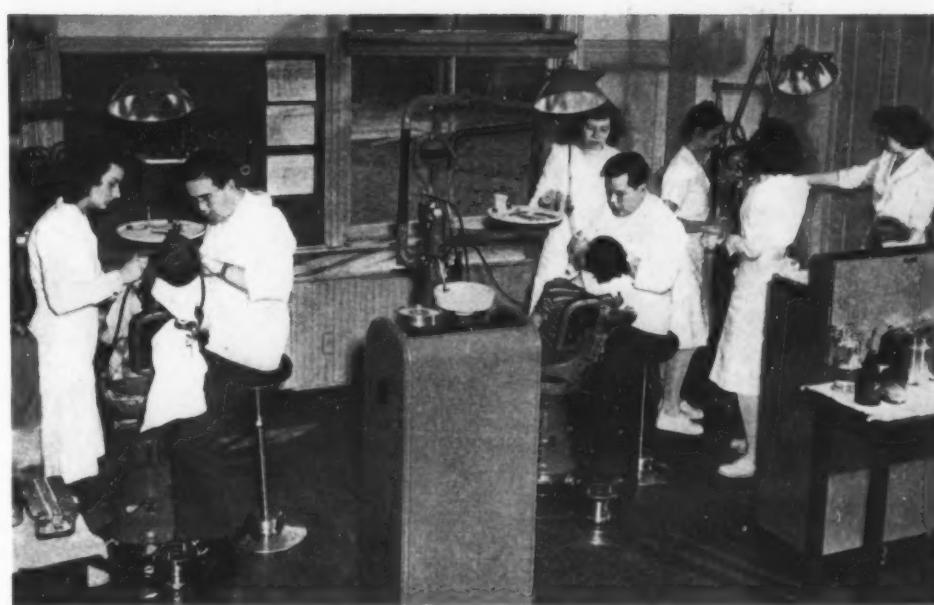
1. To determine the dental care needs of school children on an annual increment basis.

2. To determine the amount of dental services that can be rendered by each dentist, and the manner in which auxiliary personnel and their services can be utilized to increase the care rendered by each dentist. It will also serve as a measurement for the demand for readily available dental care services.

3. To encourage these children who are at present, or have been previously treated, by private dentists to continue as private patients. To encourage the development of proper habit patterns in all those participating in the program so that they will continue to seek adequate and regular dental care upon passing from the ninth to a higher school grade. The program is designed to augment, not supplant, private practice.

4. To determine whether sodium fluoride, a fairly new preventative medicine, is as effective as some surveys have pointed out.

"It is as yet too early to draw any definite conclusions, but the results and findings of this study should make a very great contribution toward the solution of better dental health throughout the nation," explains Dr. G. E. Waterman of the U. S. Public Health Service, who is in



The Richmond dental clinic in action.

charge of the survey. Waterman said he was especially encouraged by the many inquiries about the program which have come from widely scattered parts of the nation. "This signifies a keen interest in what is being done here in Richmond, Ind.," he added. Dr. L. E. Burney, state health commissioner, reports that many other Indiana school systems have requested service similar to that given in Richmond. However, money, except for the pilot survey, is not available, Dr. Burney pointed out.

Study Staff and Scope

Personnel for the project consists of six dentists, a dental hygienist, six dental assistants, two clinic clerks, one stenographer, and a health educator.

The six dental assistants, all Richmond girls with high school educations, were trained for 10 weeks at the Naval Hospital in Bethesda, Md., and Dr. Waterman explains that the employment of these trained assistants has made it possible for his dentists to increase materially their work output. Under the plan being tried, each dentist, with one assistant, now operates two chairs.

Miss Jean McCartney, Indiana state health educator, who was assigned to the study last July, is setting up a dental health education program for parents, teachers, and children. She will also make an important contribution to the program by encouraging all parents to see that their children receive periodic dental treatment

either by their family dentist or through the school dental care program.

Shortly after the opening of the Richmond survey, a very important aspect of preventative dentistry was added, the application of 2 per cent sodium fluoride to the teeth. "Years of research with such treatment have proved that it will reduce dental decay up to 40 per cent," says Dr. Waterman. Supporting Dr. Waterman's statement are the results of a study at Troy, Ohio, where it was recently shown that the chemical actually did reduce decay to 40 per cent. The application of the 2 per cent sodium fluoride in the Richmond pilot study is done by the hygienist, who also does oral prophylaxis.

Clinics are now in operation in two schools. As soon as treatment is completed in one school, all equipment is moved to another school until all the children from kindergarten through the ninth grade in the public and the parochial schools in the city have been treated. When all schools have been treated, the work will be on a maintenance level, except for the new kindergarten classes which enter school every semester. Data on the rate of decay will begin to accumulate on the second round of the schools.

Children Do Not Fear Examinations

Examinations are given all children included in the survey, who then bring from their parents a form signifying whether their parents wish their children treated at the school or at their private dentist. All

¹Senior High School, Richmond, Ind.

²There is one other such study, at Woonsocket, R. I., where the prevalence of dental cavities and dental needs are reported greater than they are in the Mid-West.



The doctors never fail to teach proper care of the teeth to their young patients.

pupils will receive treatment at the clinic if they wish it; however, they are encouraged to use their family dentists. Between 80 and 85 per cent of the children have cavities and 9 per cent of the first permanent molars are lost before children reach the age of nine, Dr. Waterman said. More than 4000 children already have been examined.

Dr. Waterman says children, as a rule, are excellent patients. "Because of the adult way in which they are treated they have overcome fear, and trust us." Fear has kept only one child of the 4000 examined out of the dental chair, and some children say it's even fun to go to the clinic. Carefully chosen comic books help somewhat, too, Dr. Waterman explains.

Dr. Waterman said the low standards in dental health, although somewhat better in the Mid-West than in some other parts of the country, were due to (1) too few dentists, (2) children not being taken to the dentist early enough, and (3) parents delaying taking the child to the dentist because of expense and because of fear of being hurt. Children have been told, he said, that they will be hurt by dentists, but when children have learned that dentistry is virtually painless, they become co-operative patients.

The Richmond boys and girls who are taking part in the pilot survey will receive, at no cost, complete dental care, with the exception of teeth straightening. Emphasis

is being placed on the treatment of teeth and dental health education. Emergency treatment is available any time arrangements are made through the principal of the school concerned.

Wide Support for Program

Supporting the program are the Indiana State Dental Association and the Wayne County Dental Society.

The School City of Richmond bears 30 per cent of the cost, the Indiana State Board of Health, 30 per cent, and the U. S. Public Health Service, 40 per cent. Richmond's share of the survey is roughly \$10,000 a year, with an extra \$8,000 necessary for the installation of equipment the first year.

"After one to two and one-half years of treatment by the local dentists, and participation in the school dental program, the backlog of dental defects of elementary school age children will be corrected," explains Dr. Waterman. "There is no reason, then, why the dental health status of Richmond school children should not be the best in the nation and maintained at such a level by the local dental profession with a minimum of expense and effort. This is not a step toward socialized dentistry, but only a clinical experiment."

"If," says Supt. Paul C. Garrison of the Richmond schools, "at the close of the dental clinic, the people of Richmond have become educated to the importance of

early dental care for their children, and if they keep practicing what they have learned, then the clinic will have been successful. The greatest single contribution of the dental study to the community is making alive the importance of dental care for the young school age children. This dental care will make the community healthier and happier."

First official open house of the pilot survey was conducted May 8, 1947, through the joint efforts of the Richmond schools, the Indiana State Dental Association, the Indiana State Board of Health, and the United States Public Health Service. More than 400 persons from five Mid-Western states attended the day-long sessions.

THE ARGUMENT FOR CENTRALIZED HIGH SCHOOLS

The citizens of the North Brookfield area of Worcester County, Mass., have received a report from Supt. John Glenn urging the establishment of a central or "union" high school, to include four adjoining towns and to be housed in a modern building planned for a comprehensive program of secondary education. The report points out the civic and social advantages of unionization and the economies of a well-planned transportation plan. A survey made several years ago, by Dr. Herbert Blair, recommended a high school enrolling from 600 to 1000 students which would eliminate the duplication of special teacher services and increase the use of the larger instructional and service areas. Mr. Glenn summarizes his argument as follows:

An improved school program which should result in far better education for our youth is the outstanding advantage which would be possible with a modern union school. The more extensive programs of study which could be offered would enable us to meet the needs of the individual student more specifically. Additional achievements which are worthy of consideration are:

1. The elimination of classes which are too small. The larger number of students would permit a more normal and even distribution of students in each class or subject.
2. It would provide better opportunity for ability grouping of students.
3. The possibility of a much finer adjustment of individual pupil programs creates an opportunity to give students basic skills needed in vocational training through manual arts and home-economics courses.
4. There would be an opportunity to develop much better programs in educational and vocational guidance.
5. It would provide improved athletic facilities which would allow for at least two periods of physical education per pupil per week; an intramural sports program for both boys and girls, and a varied sports program which could be expanded to include more of the sports recognized as varsity sports for high schools.
6. A new union school could well be expected to attract better teachers than are normally found in small high schools.
7. Better teaching and learning conditions would be present.
8. A wider area of school influence would mean a wider parent interest in school activities.
9. A better opportunity would be provided to pool the talents in the number of towns toward improvement.

(Concluded on page 64)

Three Helps for Happy —

Custodial Personnel Administration.

John E. Phay

V. SICK LEAVE, WORKMEN'S COMPENSATION AND RETIREMENT

For those who must work to live, sickness, injuries, and old age are always a menace — whether real, fancied, conscious, unconscious, immediate, or remote. Sickness and injuries are misfortunes to be avoided, if possible, but old age is the inevitable with all life. As these afflictions befall the custodian, what protection — what security — does he have against economic disaster to himself and his family?

In the spring of 1946, Federal Social Security was denied public school employees. State workmen's compensation laws did not exist in one state,¹ excluded public employees in another,² covered only employees in hazardous occupations in ten states,³ and were not compulsory in some others.⁴ State retirement systems included custodians in only 19 states. Only a few states mentioned sick leave for custodians in their state law at all. Therefore, if adequate economic security is to be granted custodians during injury, sickness, and old age, the local board must either provide it entirely or supplement state provisions. Where no state provisions exist, the custodian is either at the mercy of charity or at the mercy of his local school board, unless he has been able to save enough from his salary to meet these needs.

Economic security during times of illness, injury, and old age should be assured every citizen, and school custodians should not be excluded. According to a committee appointed by the American Law Institute and representing, in addition to the United States, cultures or countries which include Arabic, British, Canadian, Chinese, French, pre-Nazi German, Italian, Indian, Latin American, Polish, Soviet Russian, and Spanish, social security is designated as Article 15 of their statement of human rights. They say:

Everyone has the right to social security.

The state has a duty to maintain, or insure that there are maintained, comprehensive arrangements for the promotion of health, for the prevention of sickness and accident, and for the provision of medical care and of compensation for loss of livelihood.⁵

SICK LEAVE

In 1933-35, the average gainfully employed person lost \$45 per year, through disabling sickness and medical expense.⁶ This expense would be a real burden but it is not unreasonable to suppose that a custodian, with astute managing, could bear the cost of sickness if his illness were no more than the average for gainfully employed persons. There is no assurance, however, that a custodian's illness will not exceed the sickness for the average, because, according to Falk,⁷ among the gainfully occupied persons between the ages of 15 and 65 who are classified as wage earners or salaried workers, two to two and one-half per cent will have a disability illness for 45 to 365 days during the year.

Reasons for granting sick leave with pay are threefold. First,

¹This is the Fifth in a series of articles based on: John E. Phay, *Emoluments of School Custodians*. An unpublished Ed.D. project at Teachers College, Columbia University, 1946, 166 pp. This project surveyed school custodian personnel in the spring of 1946 in cities above 30,000 in population in the United States.

²Leifur Magnusson, *Workmen's Compensation For Public Employees, An Analysis of State and Federal Legislation* (Chicago: Public Administration Service, 1944), p. 5.

³Ibid.

⁴Ibid., p. 7.

⁵Ibid., p. 5.

⁶Committee Appointed by the American Law Institute, "A Statement of Essential Human Rights," *The Annals of the American Academy of Political and Social Science*, 243:23, Jan., 1946.

⁷I. S. Falk, *Security Against Sickness, A Study of Health Insurance* (New York: Doubleday, Doran, 1936), pp. 15, 16. Since the data for this information was secured in 1933-35, a correction might well be made in proportion to the cost of living change from that time to March, 1948. The amount then would be \$78.

⁸Ibid., p. 17.

sick leave provisions provide economic security to employees and thus encourage them to stop working when they are sick. By this action, a serious and costly illness may be averted through rest and care at the initial stage of an illness. Second, sick leave provisions assure the employer that inefficiency, due to employees attempting to work while sick, will be lessened. Third, sick leave provisions protect others associated with the sick person by decreasing the possibility of spreading diseases. In the public schools, the last reason is extremely important.

The National Education Association expresses the same reasons for sick leave in respect to teachers:

Teacher morale and efficiency are strengthened by knowing that a few days of necessary absence will not be penalized by salary deductions, and the health of both pupils and teachers is served by the fact that the teacher remains out of the classroom for the brief period that may be necessary to prevent some minor ailment in the contagious stage from developing into a serious illness.⁹

Kuhlmann,¹⁰ in 1933, proposed a plan for teachers based upon the principles of group insurance in which the board granted a specific number of days' leave to the teachers as a group. If the aggregate sick leave exceeded the days granted by the board, each teacher was charged an amount based on the number of days he was absent under the sick-leave provisions, divided by the number of days the aggregate sick leave exceeded by the days granted by the board. A magazine article describes a practical application of this plan as it existed in Galva, Ill.¹¹

A plan of outstanding merit for custodians is that which has been used by the Roanoke, Va., school board for all employees for many years.¹² This plan, too, is based upon the principles of group insurance, but it is unlike the Kuhlmann plan in several respects. In the Roanoke plan, the board (either through self-insurance or through an insurance company) assumes the risk for the sick leave of all employees up to one year in length. However, the employees are paid only 80 per cent of their salary when they are absent under the sick leave provisions whether they are out one day or one year. The board is safeguarded by requiring employees to measure up to certain health standards in order to be eligible for full benefits and by granting a more limited sick-leave allowance for those who fall below this standard. The cost of this plan is about 1 per cent of the total pay roll.

Sick-leave provisions are not confined to public employees. A recent study by the National Industrial Conference Board¹³ shows that in private industry, slightly over one half of the companies have formal paid sick-leave plans for salaried employees. The maximum amount of sick leave granted by these companies varied greatly ranging from one week to 52 weeks. Two weeks sick leave was granted more frequently than any other period, but this and less generous provisions obtained for only 32 or 20 per cent of the companies.

Sick-Leave Provisions for Custodians

The fact that sick-leave provisions vary greatly seems to stand out in all studies of this provision. Rogers,¹⁴ in 1935, found

⁹National Education Association, Research Division, "Teacher Personnel Procedures: Employment Conditions in Service," *Research Bulletin*, 20:99-100, May, 1942.

¹⁰William D. Kuhlmann, *Teacher Absence and Leave Regulations*, Contributions to Education, No. 564 (New York: Teachers College, Columbia University, 1933), pp. 56-61.

¹¹C. A. Weber, "Can Teachers Afford to Be Sick," *School Executive*, 62:23-24, Sept., 1943.

¹²D. E. McQuilkin, "A Successful Sick-Benefit Allowance Plan," *Virginia Journal of Education*, 37:12, Sept., 1943.

¹³National Industrial Conference Board, *Personnel Practices in Factory and Office*, (Rev.) (New York: the Board, 1948), p. 54.

¹⁴James Fredrick Rogers, *The School Custodian*, U. S. Office of Education, Bulletin, 1938, No. 2 (Washington, D. C.: Government Printing Office, 1938), 44 pp.

great variation in the sick-leave provisions for custodians. In 1946, the variations were still numerous. Twenty-five different periods were listed. In addition, many cities reported specific features in their provisions that further added to the variety.

Progress was made, however, from 1935 to 1946 in respect to more generous sick-leave allowances for custodians. This may be seen from analysis of the data quoted from Rogers' study below and Table IX, following, which indicates the sick-leave provisions in 1946.

For Cities of 100,000 Population and Over

No allowance of pay is granted in case of illness in 12 of these [65] cities and in 4 others the janitor must supply a substitute. For the remaining cities, the sick leave, as for teachers, shows an astonishing range and combination of days at full or part pay or both, and in some the leave is cumulative. Four cities grant 5 days at full pay; 3 give 7 days; 7 allow 10 days; and 2, 15. All of the remaining cities have different arrangements. . . .¹⁴

For Cities of from 30,000-100,000 Population

Thirty-two per cent of these [153] cities report that they allow no sick leave with pay or have no rule on the subject. In the remaining cities there is, as in large cities, a great range of variety in allowance, from deduction of a substitute's pay to one month at full pay, granted by Salem, Mass. The most frequent grant is 10 days at full pay (15 per cent of cities) and the next is 5 days at full pay (6 per cent).¹⁵

TABLE IX. Working Days With Some Pay Allowed Custodians for Sick Leave (1946)

Days allowed	Group I		Group II		Total			
	Cities above 100,000 pop.	No.	Cities between 30,000-100,000	No.	%	Cities above 30,000	No.	%
0	10	16	17	9	27	11		
3	2	3	1	1	3	1		
5	4	6	35	19	39	16		
6	4	6	8	4	12	5		
7	2	3	6	3	8	3		
8	1	2	1	1	2	1		
9			1	1	1			
10	8	12	47	26	55	22		
11	2	3	4	2	6	2		
12	9	14	14	8	23	9		
13	1	2			1			
14	3	5	5	3	8	3		
15	6	9	16	9	22	9		
16	1	2	1	1	2	1		
18			2	1	2	1		
20	4	6	7	4	11	4		
22	1	2			1			
24			1	1	1			
25	1	2			1			
28	1	2	1	1	2	1		
30	2	3	5	3	7	3		
35			1	1	1			
40	2	3	2	1	4	2		
60			1	1	1			
Unlimited			3	2	3	1		
Unanswered			2	1	2	1		
Total	64	100	181	100	245	100		

Percentages do not add to 100 due to rounding.

Sick-leave provisions were cumulative in slightly over half (56 per cent) of the cities in 1946. About one third of the cities did not have the cumulative provision and for the remainder, the question was either unanswered or was not applicable to the situation.

The desire for security makes the cumulative feature attractive to most employees. However, this feature may defeat its purpose by encouraging custodians to continue working even when they are sick. On the other hand, meager sick-leave provisions that are not cumulative may encourage employees to "take a day off." Seemingly, the solution is to provide sick-leave provisions generous enough to make the cumulative feature unnecessary. This is done in the "Roanoke plan."

Recommendations

1. Custodians should be granted sick-leave provisions similar to those of the "Roanoke plan" previously described. This is a

¹⁴Ibid., p. 10.

¹⁵Ibid., p. 17.

very generous plan that has proved successful for many years. It takes care of long as well as short illnesses. It grants immediate sick leave for any illness, thereby eliminating the need of the cumulative feature of other plans. Moreover, it is not unduly expensive.

WORKMEN'S COMPENSATION

Some illnesses for which an employee is compensated under workmen's compensation laws might also be cared for by sick-leave provisions. Especially is this true of occupational diseases. For example, did an employee get tuberculosis because of the type of work he was doing or was it just an illness that would have developed anyway? Where sick-leave provisions are different from workmen's compensation provisions it is quite important to the employee to know which rules govern each case.

The workmen's compensation system grew up mainly as a means of compelling the employer to assume the cost for accidents and injuries that occurred to employees in connection with their work. Today most employers carry insurance (self-insurance or otherwise) to compensate employees according to law, in the event of accident or death. The cost of such insurance is included in the production cost and paid for ultimately by the consumer.

The National Education Association has succinctly stated the reasons for workmen's compensation laws; they say:

Workmen's compensation laws are enacted with the twofold purpose of fixing (1) for the employee an expeditious remedy regardless of fault, and (2) for the employers a liability which is limited and determinate, since usually the benefits to be paid are specified in the law.

Furthermore, the common law principle, which prevents dependent survivors from bringing or continuing a law suit after a person's wrongful death, served to relieve employers of responsibility in those cases where a fatal accident made compensation most necessary to the family dependent on the deceased workman's wages. The workmen's compensation laws take care of this situation through provisions for special death benefits.¹⁶

Workmen's Compensation for Custodians

Although state laws describe the benefits that custodians in 1946 were allowed under their state workmen's compensation system, the reports of this study indicated that supplementary provisions were sometimes made locally. Table X, which follows, shows the number of cities that granted compensation in addition to that demanded by law.

TABLE X. Number of Cities Granting Custodians' Compensation Beyond the Amount Required by Law, for Occupational Injury (1946)

	Group I		Group II		Total				
	Cities above 100,000 pop.	No.	Cities between 30,000-100,000	No.	%	Cities above 30,000	No.	%	
Granting additional compensation		17		27		24	13	41	17
Not granting additional compensation		40		62		133	74	173	70
Unanswered		7		11		24	13	31	13
Total	64	100	181	100		245	100		

In cities where custodians received additional benefits when injured, they usually received the amount of money necessary to allow them full pay. In a few instances, this was reported as being independent from sick-leave provisions but for the most part the full salary provisions applied because the custodian chose the sick-leave provisions in lieu of workmen's compensation.

Recommendations

1. Cities that do not provide workmen's compensation to custodians should secure this protection for them immediately.
2. A study should be made of the interrelationship of sick-leave provisions, workmen's compensation, and retirement provisions and a unified plan including all three emoluments should be made.

¹⁶National Education Association, Research Division, *Workmen's Compensation Provisions for Public School Employees* (Washington, D. C.: The Association, 1940), p. 4.

Is Broadening Local Tax Power to Finance Education a Step Backward? *Theodore L. Reller**

The costs of one war have not been met and probably will not be for many decades. The costs of preparing for another, if such should come, are bearing down heavily upon us. The hope and belief that children would not bear the cost of war has proved to be unsound — but an illusion conceived as we looked forward with hope and high courage when pressured by the dark clouds of war. We need only consider the tragic facts: that we are investing a smaller percentage of our national income in education than before the war; that teachers are considerably less well trained than they were six years ago because many of those of highest training have gone on into other services, while more and more relatively poorly trained have been employed; that disgraceful buildings still house many hundreds of thousands of those who must carry the American dream forward.

Despite these facts and despite the self-evident truth that the strength of a nation is highly related to its educational level, there are those who would reduce still lower, or at least hold nearly constant the dollar expenditures which constitute a reduction, the funds which we invest in education. There are those who argue that we must spend no more on education because we must spend more for war. Alas! Such arguments are actually advanced in a democracy dedicated to the development of each in accord with his potentialities; in a democracy in which it is held the people (possibly increasingly less well prepared) should make intelligent decisions regarding the remarkably complex domestic and international problems which confront it.

Now it is true that taxes are high; that they consume an amount approaching one fourth of our national income. But if education is to be sacrificed (not in war) during periods of peace, then where can hope be found? Possibly much of the present world emergency may be not unrelated to our political illiteracy. Then why expect future emergencies to be avoided through greater political, social, and economic illiteracy?

Pennsylvania's Doubtful New Plan

With this background, attention may be turned to Pennsylvania with its approximately 2500 local school administrative units. It is believed that what has happened in this state is of significance to others. If a trend toward local financing of education should be advocated, the experience of Pennsylvania may prove useful. In this state in the past few years,

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significant changes have been made in the structure of the state-support program. A plan has been introduced and is in operation in accord with which the principle of equality of opportunity can be more effectively realized. Two major inadequacies of the plan are (1) the fact that the state aid is based upon the assessed value of real estate with no adequate attempt at securing uniformity and nothing approaching it found. (In the 1947 session of the legislature, an act was passed setting up an equalization board. Whether it will meet this challenge is as yet unknown. It will be difficult to meet since some districts are now receiving considerably more than they would be entitled to receive under an equalization plan, and they surely will be reluctant to give it up.) (2) There is no minimum program of education defined and many of the exceedingly small districts are going on offering the same totally inadequate educational opportunity though now being aided much more largely by the state for offering it.

As this program has developed, more state money has been required both because of the decrease in the purchasing power of the dollar which has occurred during recent years and because of the increase in the state's share of the cost of education. During the various years in the thirties, the state provided from approximately 13 to 18 per cent of the total cost of the public schools. By 1945 this amount had risen to 25 per cent. This increase in cost to the state has led to the claim that local districts must meet the additional costs; that the state is doing all it can now; and even that the state cannot continue meeting as much of the cost as it is currently doing.

Districts Given New Taxing Power

In considering this issue, it must be recognized that the 2500 districts of Pennsylvania are entirely too many; that many of these districts are not large enough to be sound financial bases for an educational program; that many are so small that they could not provide a reasonably adequate educational program, or if they could, they could do so only at a prohibitive per pupil cost. Further, it should be noted that localism is strong in Pennsylvania and that it is a conservative state in matters of public education. In regard to taxes, it is a state without personal income taxes and without a general sales tax. Furthermore, in many communities of the state there have been few or no adjustments upward in real estate assessments since the thirties. Therefore, since millage has not increased

greatly, it can be seen that actually local revenues of schools have been cut sharply in terms of their purchasing power since that time. Since in numbers of communities the dollars paid on local real estate taxes have remained constant or nearly so, this may well be regarded as a 50 per cent or even greater cut in taxes in terms of the incomes of the people and in terms of the costs of the goods and services dollars purchase. The state may therefore have a point in arguing for fuller assumption of costs by local districts. It should be noted, however, that in this state as well as in many others local real estate taxes are not popular and that they have in many instances been too largely the base for the support of the schools. Therefore, the political leaders of the state offered the school districts and other local government authorities broad new taxing powers. They chose this rather than levying state taxes and distributing the income to the school districts, which distribution could have been done by making changes in the factors entering into the formula by means of which the amount to which a local district is entitled is determined. In other words, the framework for the distribution exists. The argument was advanced that if the people of the local communities want to spend more on education, they should tax themselves and do so.

The act¹ which greatly increased the tax powers of the local school districts and of other local government agencies provides that each subdivision shall have "the power to levy, assess, and collect taxes upon any and all subjects of taxation which the Commonwealth has power to tax" except subjects taxed by the Commonwealth and on utilities. It should be noted that the exception of subjects taxed by the Commonwealth is broader than appears at first sight, since, for example, Pennsylvania chartered corporations are taxed by the state and therefore would not be subject to taxes by the local authorities. However, it is generally agreed that under this act taxes of the following types can be levied: (1) wage, (2) amusement admissions, (3) ungraduated income tax, (4) retail sales, (5) severance, (6) real estate transfer, (7) miscellaneous licenses, (8) tangible and intangible personal property, (9) per capita, (10) mercantile.

Developments Not Satisfactory

This act was widely heralded by some as a milestone in Pennsylvania tax history. They stated that it represented an optimum condition for home rule, local initiative,

¹Act 481, 1947 Session, Pennsylvania Legislature.

and responsibility. As a result of it they saw the threat of state bureaucracy turned back and the development of vigorous local authorities greatly stimulated. Now that several months have passed since the enactment of this legislation, it is interesting to note what has happened under it. Among the developments are:

1. Relatively few school districts are using it or are planning to use it.

2. The few districts considering action under it are thinking in widely different terms. The *Bulletin*² of the Pennsylvania State School Directors Association, for example, reports that the following are among the taxes being considered: taxes of three to ten cents per ton on coal mined; three cents a ton on all coal transported into or through the district; five to ten cents per ton on coal prepared at the breakers; fifty cents per ton for stone and fifty cents per perch for stone removed; 10 per cent amusement tax; 1 per cent wage tax; three and one-half mill tax on income; ten dollars per person; 1 per cent on purchase price of real property; and two dollars per month on trailers used for living quarters.

3. The great majority of school districts are coming to the conclusion that increases in local real estate taxes are to be preferred to taxes under this new "broad" power local tax program.

It should be observed that Pennsylvania's experience with the attempt to meet the cost of education through broadening the local tax powers is not such as to warrant much optimism. Some of the elements in this situation — which probably should in most cases have been noted before enactment of the legislation — which have been advanced by those who have thought of employing the act are:

Failure of New Taxes

1. Many of the taxes which can be levied are taxes which can be levied and collected satisfactorily (without excessive expenditure) only by a large unit such as the state itself.

2. The program tends to operate against the desire to equalize educational opportunity. Coal mines in production, for example, are not distributed as equally over the state as is real estate. And real estate values in back of each child are known to vary enormously from district to district. A number of the tax possibilities may make large sums of money available for a few districts, but the poor districts while indirectly paying taxes to the others have nothing to tax for themselves.

3. For many small districts the taxes available under this act would produce little income and be of considerable nuisance value. More harm in public relations might result than good achieved in terms of income.

4. The tax most likely to be able to be levied by the small rural district, for ex-



THE GRADUATES' QUESTION IN 1948: WHERE DO WE GO FROM HERE?

—Chicago Sun-Times Syndicate

ample, is the per capita tax. This is a regressive tax, difficult to collect and not stable. Other of the taxes, such as sales, would cause a rapid shift of business to another county and could not be continued.

5. The act may create the illusion of meeting the problem of financing education and may be used to block the proper assumption of responsibility by the state.

6. The act constitutes an attempt to finance education in a manner which is contrary to the economic facts of life in our nation. An increasing percentage of the wealth and income of the nation can be taxed effectively only by the state and nation.

In conclusion, it should be noted that the thought is not advanced here that education should not be supported locally. If equitable assessment practices can be developed, there is justification for the view that a fair share of the costs of education may well continue to be borne locally. But surely there is little defense for the idea of having the many districts of a state which is almost chaotically decentralized (broken into small administrative units) raise a very large share of the essential costs of education locally. There is even less reason to believe that the share raised by the local units should be increased when

it is already 75 per cent. The belief that such local units can provide increasingly for educational costs themselves, if given the opportunity to levy taxes which by their nature should be reserved to very large units, the state or federal government, is an illusion which should be destroyed. Unless it is destroyed, there are those who may move backward when they believe they are moving forward.

THE NEW TEXTBOOKS

The past ten years, and indeed the past two or three years have been marked by schoolbook changes so fundamental as almost to be revolutionary. Not only have new discoveries in science, changes in political boundaries and institutions, and the general march of events necessitated revisions of statement, maps, graphs, and illustrations in various fields of study, but a remarkable transformation has taken place in educational emphasis and method which only the newest books can adequately reflect. The up-to-date textbook meets the pupil where he is, and links him to his environment. The pupil reads more actively because he finds the world more interestingly presented. The newer textbooks, even in subjects like Latin and mathematics, succeed in relating study to the life situations of today. The newer books are bringing insight and understanding of modern society and its problems. They are encouraging pupils to exercise their mental faculties, not just to store up facts but to compare and analyze and think. —Anson W. Belding.

²Pennsylvania State School Directors Association, Bulletin, Vol. XII, No. 1, Mar., 1948, p. 6.

Hidden Differences That Change —

The Teaching Load and School Costs

Thelma E. Dawes¹

"Most probably her survival (the teacher's) for a quarter of a century or more in the schoolroom has been due to unusually superior qualities." — Dr. John C. Almack.

The problem of adjusting the teaching load to a fair level cuts across both financial administration and personnel administration. Administrators are confronted on the one hand with the demand for efficiency and economy, and on the other hand with the expectation of the teaching personnel that they have an environment in which they may do their best work and be happy. Adequate school funds are necessary if class size and loads are to be held within reasonable limits. And it is the joint obligation of administrators and teachers to make the public aware of the importance of reasonable teaching loads as a means of securing efficient instruction. Local analysis of problems of teaching loads, followed by the use of democratic principles in overcoming unfair situations, is needed.

Judging a Fair Teaching Load

The "teaching load" refers to the amount of work which a teacher does each day or week. The concept has grown to include all the work done by a teacher in connection with her position: (a) the actual hours of teaching, (b) the hours given to preparation of schoolwork, clerical tasks, and other necessary duties.

The fairness of a teaching load cannot be measured completely until there is some valid way to measure its effect upon the total personality of pupils and teacher, because the human being responds as a unit, with no distinction between "mental" and "physical." It seems reasonable to urge that the margin of the load carried should be at least a fifth below what can be done on the working level in which the body draws upon reserves but only to the extent that replacement is possible in sleep and rest periods. Observers and school administrators argue that the load should be standardized and should never be more than 10 per cent in excess of the standard. And it should be stabilized and equalized.

A practical formula for measuring the load of an elementary school teacher is that prepared by Dr. John C. Almack, of Stanford University. This formula measures the teaching burden in terms of the hours spent each week in teaching 30 pupils, plus the fraction of the time represented by the number of pupils more than 30, plus one half of the hours given to clerical tasks. In brief the Almack formula may be stated as follows:

$$\text{Load} = a + b + \frac{c}{2}$$

a = Hours of teaching 30 pupils

b = Fraction of "a" which is represented by the number of pupils more than 30

c = Hours given to clerical tasks, checking, and preparation of schoolwork

This formula is practical to use because it is based upon the three most important elements of the teaching job — enrollment, time

¹This article is based on a study "The Teaching Load and School Costs in the Visalia, Calif., Union High School District," by Thelma Elizabeth Dawes (unpublished master's thesis, Leland Stanford Junior University, 1947).

spent in teaching, and time spent in clerical work.

It is the writer's belief that a reasonable teaching load in the elementary school should consist of (1) a total school day of 8 hours, made possible by a class enrollment of not more than 30 pupils, (2) a school week of five days, and (3) a school year of approximately 170 days.

The teaching load of teachers has a direct, but often unsuspected and rarely explored, relation with the actual instructional cost of the schools. It is uncommon that a teacher's salary per load hour is determined. And within limits that is perhaps best for contentment and the maintenance of the professional attitudes of teachers.

To determine the actual situation in a group of schools, a study was made of the teaching load of the teachers during the school year 1945-46 in the 15 rural elementary schools within the Visalia Union High School District in the north and west sections of Tulare County, Calif. If the state of Connecticut were set down in California, it would not completely cover Tulare County, which ranks second among all counties of the nation in the value of agricultural production, and fifth in the value of livestock production. Important industries in Visalia County are dairying, general farming, fruit, walnuts, cotton, grapes, and gardening. Visalia, the county seat, is located in the heart of the San Joaquin Valley, about midway between Los Angeles and San Francisco.

The sources of the data, secured in February, 1946, were: (1) interviews with the principals and teachers; (2) the school registers; (3) courthouse records; (4) a ques-

tionnaire; (5) literature and legislation applying to the problem. Twenty-six out of 58, or 44 per cent, of the principals and teachers with whom contacts were made, had emergency credentials at the time. There was a real need for making both the professional and local conditions more attractive and desirable, and a need to insure the teachers a "just" economic position in the community.

The Findings of Fact

In the course of the study the principals and teachers frankly discussed four important problems confronting them: (1) the overload in many classes; (2) the need of professional training for the emergency teachers; (3) the need of more provision for physically handicapped children; and (4) the extreme poverty of some parents and its effect upon the child and school life.

Classes ranged in size from 20 to 58 children, with the median size 35. Two thirds of all principals and teachers set the maximum class sizes for effective work at 25 to 35 pupils.

There are great differences in the teaching loads of the teachers studied. A comparison shows that 44 teaching loads of the 55 loads measured by the Almack Formula differ and have no identical loads. The heaviest load is almost 50 per cent greater than the median load and is more than two times heavier than the lightest load.

The heaviest teaching load measured by the Almack Formula, was 72.527 hours per week, or 14.505 hours per day, and was carried by the eighth-grade teacher of the V school, a large school. (See Table I.) The lightest teaching load was 33.333 hours per week, or 6.66 hours per day, and was carried by the primary teacher of the C school, a three-teacher school. The median teaching load was 49.332 hours per week, or 9.85 hours per day, and was carried by the fourth-grade teacher of the V school.

There is more inequality in Visalia schools in costs per pupil and in assessed valuation per pupil than in tax rates, and the smallest school has the highest average cost. Cost per pupil ranges from \$187.36 to \$74.88; the median cost is \$103.63. The assessed valuation per pupil ranges from \$26,265 to \$2,769, with the median at \$7,000. District tax rates, with one exception of 325 cents, range from 80 cents to 44 cents, with the median at 80 cents.

Yearly salaries per teacher range from \$2,700 to \$2,000 with the median at \$2,200, the highest salary being 22 per cent more than the median salary and 35 per cent more than the lowest salary. Differences between salaries of the principals and teachers and teaching loads resulted in pay ranging from \$1.74 to 75 cents per load hour, and a median wage of \$1.13 per load hour. (See Table I.)

Great differences in the teaching loads result in wide variations both in the actual salaries paid per load hour and in the total instruction costs per load hour. The highest salary per load hour is 53 per cent more than the median salary and two and one-third times the lowest salary.

TABLE I
(Abridged from 15 schools to 5 schools)
The Teaching Load Per Teacher Measured by the Almack Formula and the Teacher's Salary in Visalia Union High School District Elementary Schools for the School Year 1945-46

School Teacher	Salary	Load Salary		
		per month	per day	hours per load hour
T Upper grades	\$2,000	\$200	\$10.00	8.24 \$1.21
Intermediate grades	2,000	200	10.00	7.49 1.33
Principal and primary grades	2,700	270	13.50	7.72 1.74
C Principal and upper grades	2,300	230	11.50	8.49 1.35
Intermediate grades	2,100	210	10.50	8.74 1.20
Primary grades	2,100	210	10.50	6.66 1.57
H Principal first to eighth	2,150	215	10.75	8.58 1.25
L Principal upper grades	2,400	240	12.00	10.54 1.13
Intermediate grades	2,250	225	11.25	9.88 1.13
Primary grades	2,300	230	11.50	9.61 1.19
V Principal	3,100	310	15.50	..... .75
Eighth grade	2,200	220	11.00	14.50 .75
Seventh grade	2,200	220	11.00	11.32 .97
Sixth grade	2,200	220	11.00	10.51 1.04
Fifth and sixth grades	2,100	210	10.50	9.06 1.15
Fifth grade	2,000	200	10.00	10.20 .98
Fourth grade	2,200	220	11.00	9.84 1.11
Third grade	2,200	220	11.00	10.45 1.05
Second grade	2,200	220	11.00	10.49 1.04
First and second grades	2,000	200	10.00	7.88 1.26
First grade	2,000	200	10.00	8.49 1.17

TABLE II

The Teaching Load Per School Measured by the Almack Formula and the Teachers' Salaries or Expenditure Classification 2a in Visalia Union High School District Elementary Schools for the School Year 1945-46—Excluding Salaries of Supervising Principals

School	Teaching load per week	Instruction cost in teachers' salaries per school year of 34 weeks	Instruction cost in teachers' salaries per load hour
U 3 Teacher	128.829	4,380.186	\$ 7,417.40 \$1.69
T 3 Teacher	117.357	3,990.138	6,700.00 1.67
C 3 Teacher	119.552	4,064.768	6,545.00 1.61
I 2 Teacher	88.053	2,993.802	4,619.00 1.54
H 1 Teacher	42.916	1,459.144	2,200.00 1.50
W 3 Teacher	130.800	4,447.200	6,458.95 1.45
O 5 Teacher	244.964	8,328.776	12,022.00 1.44
K 3 Teacher	126.051	4,285.734	6,130.00 1.43
L 3 Teacher	150.189	5,106.426	6,950.00 1.36
E 10 Teacher	513.978	17,475.252	22,565.20 1.29
V 4 Teacher	206.231	7,011.854	8,656.00 1.23
A 3 Teacher	173.676	5,904.984	7,415.70 1.25
N* 10 Teacher	535.303	18,200.302	21,220.00 1.16
B 2 Teacher	112.748	3,833.432	4,500.00 1.17

*Salary of upper grade teacher of N school is excluded because load elements were not reported.

Total instruction costs per load hour for the schools studied range from \$1.76 to \$1.22, with the median cost at \$1.48. And the highest cost is 14 per cent more than the median cost and 44 per cent more than the lowest cost.

Instruction costs in teachers' salaries per load hour of the schools studied range from \$1.69 to \$1.17, with the median cost at \$1.44. The highest cost is 17 per cent more than the median cost and 44 per cent more than the lowest cost. (See Table II.)

Since these comparisons show that the variations in the actual salaries paid per load hour and the variations in instruction costs per load hour are greater than the variations in the yearly salaries of teachers, we see that the teaching loads differ relatively more than the teaching gross salaries. On the basis of the teaching loads, the teachers are poorly paid.

Great differences in the teaching loads result in variations in the teaching services given to children. In a class with fewer than thirty pupils, more individual instruction can be given and the weight of the load is determined more by the type of instruction given than by the actual class size. The enrollment beyond thirty increases the strain on the teacher's energy in carrying her load, thus requiring the relative increase in load weight represented by the number of pupils over thirty in the Almack Formula.

In working there is a level of greatest efficiency; beyond this level the fatigue caused by the strain of expended energy increases.

What Can Be Done

In this brief description of the study it has not been possible to bring out more than a few of the findings. For the schools studied the writer recommends that every effort be made that the loads be more nearly equalized and adjusted to 8 hours per day, and the salaries revised upward to approximate the highest salary of \$1.74. All salaries should be raised at least to \$2,400, and amounts above \$2,400 should be determined by the training and experience of the teacher. When teachers work overtime during part of the school term, they should not expect to receive extra pay—if they have a light load daily during another part of the same term.

A greater effort should be made to equalize all teaching loads, and there is need for more research and study in the teaching load because the teaching load problem, according to Dr. Almack, is more important than the salary problem. In this connection there is need for some simple, practical, valid measurement of fatigue.

Teaching loads should be equalized because of the wide variations which the differences in loads can cause in actual salaries paid per load hour, in the instruction cost per load hour, and in teaching services given to the children. Loads might be more nearly equalized if administrators and teachers, working both individually and through professional organizations, make the general public aware of the importance of teaching loads.

Legislation could be passed which would help insure the adjustment of teaching loads to an 8-hour day, to a class enrollment of not more than 30 pupils, to a school week of 5 days, and to a school year of approximately 170 days.

The load should be adapted to the teacher's capacity.

Schools have been given a low rating of importance on the national balance sheet, and teachers are a poorly paid group, considering the expense which their training involves. In an atomic age with scientific development in a physical world far beyond the spiritual and scientific development of human relations and institutions, we need to concentrate effort in schools so that our civilization with its democratic way of life will be preserved.



The Board of Education, Effingham, Illinois, at its 1948 organization meeting. Left to right: Edgar Hoffmeister; Clyde Martin; J. A. Mason, superintendent of schools; William Tolch, Jr.; Dr. J. W. Hardy, president; Fred Mason; Dr. Glenn R. Marshall; Carl H. Wiley, secretary.



The Board of Education, Joplin, Missouri, was recently reorganized with the following members (left to right): Joe Harding, vice-president; Jack Fleischaker; County Judge John F. Wilson; Roi S. Wood, superintendent of schools; Mark Henderson, president; Nelson F. Christman, secretary; Haywood Scott, attorney for the board; Herbert Van Fleet.

For Healthful Operation —

Do's and Don'ts in the Management of a High School Cafeteria *Llewellyn Evans¹*

Health Aspects of Cafeteria Management

The vast majority of school lunchroom directors take the health aspects of cafeteria management "in their stride." They try very hard to serve clean food, but they consider some of the less evident problems of hygiene and sanitation as troublesome and distinctly secondary to the immediate tasks of actually keeping the entire enterprise running. The attitude is perhaps unconscious but it should give way to a concern for the health of children in every aspect of the lunchroom setup. It is well to remember that the development of menus and the preparation of actual meals, the health and cleanliness of the personnel, the sanitary condition of the dining room and kitchen, and the social aspects of dining—all these phases have strong implications for the health teaching responsibility of the school.

Healthful Cafeteria Construction

Now let us look at the lunchroom during the planning stages of its existence. The location of a school lunchroom deserves as much consideration as that of the art room or the auditorium. Since the comparatively recent acceptance of the idea of a "lunch for the students," many city schools have converted the school basement into the eating place. Such a location is no fit place for children to learn the social graces of dining. Place the lunchroom and the kitchen on the main or the top floor, where sun and fresh air in abundance can get into the rooms.

The location and layout require careful study. The selection of suitable finish materials is important. Lunchroom floors must withstand the scuffing of many feet; and more than other portions of the school, they must resist the wear of frequent scrubbing and mopping. Any floor covering made up of small pieces with many joints, or set in a mastic or glue will give way sooner than a continuous material. For quiet and safety a linoleum or some other semihard material should be used. Tile the walls about 5 ft. up from the floor, and where the tile meets the floor, instead of a right angle, use a coved piece, which is easily cleaned. Above the tile, a plaster wall painted to harmonize with the general color scheme, will be in order. This part of the wall can be used for an indirect educational purpose. The space may be painted with an appropriate mural. We hang flags of many nations and our state's flag on the walls. We have planned that our students make facsimiles of the Colonial flags and of our national flag in its several stages of evolution.

The ceiling of every cafeteria must be covered with acoustic material to reduce the chatter of children, the clatter of dishes and other noises. Windows should be adjustable at top and bottom, both for ventilation and cleanliness. Doors should be flat, self-closing,

and should open outward. Both windows and all outside doors—and even some inside doors—should be tightly screened during the fly season.

Dust in a cafeteria is a headache and its elimination should be anticipated in the simplicity of the design and finish of the walls, woodwork, and all equipment and furniture.

The sanitary aspects of the heating and ventilation deserves first consideration. If there must be steam radiators, hang them on the walls, far enough from the wall to be easily cleaned. Children are prone to chew gum; radiators are handy hiding places. All air is germ-laden to a certain extent and where the germs land is helped considerably by the ventilating system. A germicidal lamp, properly installed and properly maintained, is a valuable adjunct to cafeteria sanitation. Counters from which food is served are often too high, and not readily enough cleaned. Water pipes or electric conduits should not be laid on the floor under the counters.

The kitchen walls should be tiled up at least 6 or 7 ft. The ideal is to have the entire kitchen tiled in white and distinct from the eating room, and well lighted and ventilated. When buying kitchen equipment, the heavy duty type should be selected even though the kitchen is small and the equipment limited. Cooking equipment must take a terrible beating and should be the kind that can take it. Stainless steel pots, pans, spoons, etc., can take it, and are easily cleaned. Ample refrigeration is a *must* and more than seems required is necessary. A deep freeze unit is desirable.

The storeroom. How essential? It should be well lighted and ventilated and have a smooth cement floor. The shelves can be made of wood with about a 3-ft. depth and the lowest about 4 ft. above the floor. Here again, when the cafeteria director has decided on the size of the storeroom, just double it. If possible, the storeroom should be directly off the kitchen.

Clean Up and Keep Clean

We of the Asbury Park High School cafeteria believe we have a very responsible job to do. We use every precaution to protect the students' health and to improve it by furnishing nutritious meals of the best of foods, with a daily variety to please all tastes. We realize that the achievement of the health purposes of our food service depends upon the total sanitary condition of our dining room, kitchen, storeroom, the entire equipment, and upon the character of the employees. We do not look upon state laws or health department regulations as troublesome; they are merely minimum safeguard which we excel in every respect.

A visitor will find that the kitchen is dry, adequately lighted and ventilated, with no rubbish or garbage about. The walls are smooth, light, clean, and in good repair. The floor is smooth, tight, and cleaned with a germ-killing element. No food product is stored on

the floor so as to prevent contamination. The electric refrigerators are clean, odorless, and properly drained, the temperature maintained at 40 degrees. The milk which we obtain from approved sources, is kept in a separate refrigerator with circulating air. Food is stored in iceboxes having either enamel or aluminum containers.

The storeroom meets all the requirements and more of any wide-awake health department. Garbage and trash cans do not stay in the cafeteria over four hours, and are cleaned daily with a disinfectant deodorant. All towels used are washed in a chlorax solution and are sent every five days to the steam laundry.

Steam tables are cleaned inside and out daily; the cutting board is taken down frequently and given a good scrubbing.

The visitor will find further that the dishes, pots, pans, and glassware are clean, and that the shelves, tables, racks, drainboards, and sinks are scoured. A germ-killing solution is put in the sinks to remain there overnight. Utensils are protected from contamination and equipment is in good repair. A germ-killing element is used in all wash waters. Cracked and chipped dishes are destroyed.

In addition to daily cleaning, we maintain a constant check by inspection of all working equipment. We are sure that all our tools with movable parts, such as ice cream dippers, slicing machines, potato peeler, dishwasher, and mixers, are genuinely clean and in safe working order.

At the end of the day's work the mops are washed and put outdoors where sun, wind, and rain can get at them, until they are used the following day. They are also soaked overnight each week in a germ-killing solution.

When cleaning up the floor of either the lunchroom or kitchen we insist that it be swept first. Crumbs and what have you have a way of their own in getting into places far removed from where they started. Most anyone can scrub but few know how to mop. When one mops a floor the area for one bucket of water (containing soap) must not be too large. The water must be changed often, otherwise dirt picked up in one area is put down in another area. After the floor has been gone over with a soapy water, it is gone over again with clear water containing a germ-killing element and a deodorant. When finished we insist that the floor be dry, particularly in the corners.

Once a month the kitchen is gone over with a powerful electric spray gun to prevent flies, roaches, or vermin of any kind from starting to build their homes. The mouse and rat traps are always ready.

The foregoing paragraphs have only touched the high spots of our method of cleaning which, with good reason, we call the "see and smell" method.

Cafeteria Help

An observant student in the Asbury Park
(Concluded on page 64)

¹Manager, Asbury Park High School Cafeteria, Asbury Park, N. J.

Elementary School Building Problems in the Chicago Metropolitan Area

Robert H. Anderson¹ and William C. Reavis²

Rapidly increasing enrollments in the kindergarten and lower grades caused by the accelerated birth rate of postwar years and the tendency of families to seek their homes in urban and suburban areas pose a number of weighty building problems for school administrators and boards of education. The difficulty of the problems has been greatly accentuated by the high cost of school construction and the critical shortage of building materials.

In the background of the present situation are a number of factors. Within the past thirty years, the construction of new school buildings has been slowed down twice by major wars and once by a major economic depression. The rapid growth of the secondary school movement has created demands for funds which might have been used to meet the peak load for elementary school accommodations in the late twenties and early thirties. The decline in elementary school enrollment in the middle and late thirties caused by the declining birth rate tended to ease temporarily the demand for new elementary school buildings. The involvement of our country in the world war and the resulting curtailment of school construction delayed the replacement of obsolete buildings with the result that today the elementary school plant is far below requirements. This has been caused both by neglect of proper maintenance and the inability of school systems to replace obsolescent structures.

The foregoing factors, together with the impact of newer educational philosophies, broader understandings of children's psychological needs, technological (including architectural) progress and the development of new building materials, basic changes in curriculum offerings, and population shifts throughout the country, coupled with today's high construction costs, have brought about a crisis in schoolhouse construction which is difficult to overcome.

That elementary school buildings are more sorely needed at present than high school buildings has been demonstrated by several recent studies. In a particular investigation in Ohio, the secondary school plants in 12 selected cities were found to be more adequate in many respects than the elementary plants in those cities. For example, the elementary school buildings were, on the average, 12 years older than the secondary school buildings; the average size of their sites was approximately one third the size of the high school sites; a far higher percentage of the elementary buildings were more than fifty

years old; and their average score on the basis of Holy-Arnold Score Card ratings was 75 points lower than the average of the secondary buildings.³ Among the deficiencies revealed by this study, the most notable were those in connection with general service rooms.

In a study made in 1947 by a group of superintendents in the Chicago metropolitan area, a high percentage of existing elementary school buildings were found to be obsolescent

TABLE 1. Elementary School Buildings in 30 Suburban Communities in the Chicago Metropolitan Area

Date built	Number of school buildings		
	Original units	Additions	Original units remodeled
Prior to 1900	39	1	0
1901-10	16	2	0
1911-20	25	11	1
1921-30	43	42	1
1931-40	10	24	14
1941-47	1	2	14
Underway	0	4	3
No data	4	..	..
Total	138	86	33

or outmoded. These superintendents, members of the local Superintendents' Study Club, collected a body of information by means of a 15 page questionnaire dealing with existing facilities, proposed building and site plans, and features desired in the elementary school plant of the future. Data were obtained from 30 separate school districts in this study.

Of 138 elementary buildings in the 30 systems, only 11, or less than 1 per cent, were found to have been constructed since 1930. On the other hand, 40 per cent of the buildings were built prior to 1910 and an additional 18 per cent were built between 1911 and 1920. These data which are presented in Table 1, also reveal the trend toward elementary school remodeling in recent years and the stoppage in school building construction after 1940.

Only 52 of the 138 buildings have their own auditoriums. About half have libraries and gymnasiums, and less than one fifth have cafeterias. This is true despite the fact that about 40 per cent of the schools have 13 or more classrooms and only 13 per cent have less than 6 classrooms.

The data collected on sites also reveal that a majority of the schools have small acreage and inadequate facilities for outside activities. The over-all unweighted average of site size was found to be three acres, the range running from ten schools with less than one acre to only five having more than ten acres. Less than one per cent of the school sites

TABLE 2. Construction Needs and Proposed Plans in 30 Suburban Cities in the Chicago Metropolitan Area

Building problems	Required	Likely
Existing buildings will probably be razed and replaced.....	13	6
Buildings will probably be reconditioned or renovated.....	19	14
Buildings will be enlarged by new additions	28	18
New buildings (other than replacements) being planned for new sites	11	14
Existing buildings which will probably be razed but not replaced		5
Obsolete buildings which will likely remain in use indefinitely without alteration.....		46

have usable adjacent parks and other supplementary ground space available, and over 40 sites were reported as being partially or entirely undeveloped.

It is apparent, therefore, that many of the schools reported in this study do not have the facilities which are essential to a well-rounded educational program. In fact, the general estimate of the adequacy of existing buildings and sites by the superintendents of the 30 school systems characterized only 48 of the buildings, or about 35 per cent as "adequate." Twenty-five per cent of their buildings and sites were considered to have "minor limitations or deficiencies," and the remaining 40 per cent were regarded as seriously inadequate in terms of the present educational programs and needs of the thirty communities.

Proposed Building Plans

In preparing to meet the recognized building needs in their communities, each of the superintendents made a survey of probable school populations to be served. Only one anticipated a stable enrollment in the next 10

TABLE 3. Plans for Site Development in 30 Suburban Cities in the Chicago Metropolitan Area

Sites which will be expanded in size	17
Sites which will be reduced in size	5
Sites which will be reconditioned or more fully developed.....	46
Sites which will remain essentially unchanged	44
New sites proposed.....	25

years, none expected decreases, and about one third predicted heavy increases. The actual building plans of the group, as of April, 1947, are summarized in Table 2. It is apparent that renovation and the erection of new additions will constitute a major portion of anticipated construction work. Approximately 20 new buildings are likely to be built in the next 10 years, 6 of which will replace structures to be razed. Forty-six buildings, or almost the same number reported to be "adequate" in the general estimate, will remain in use without changes.

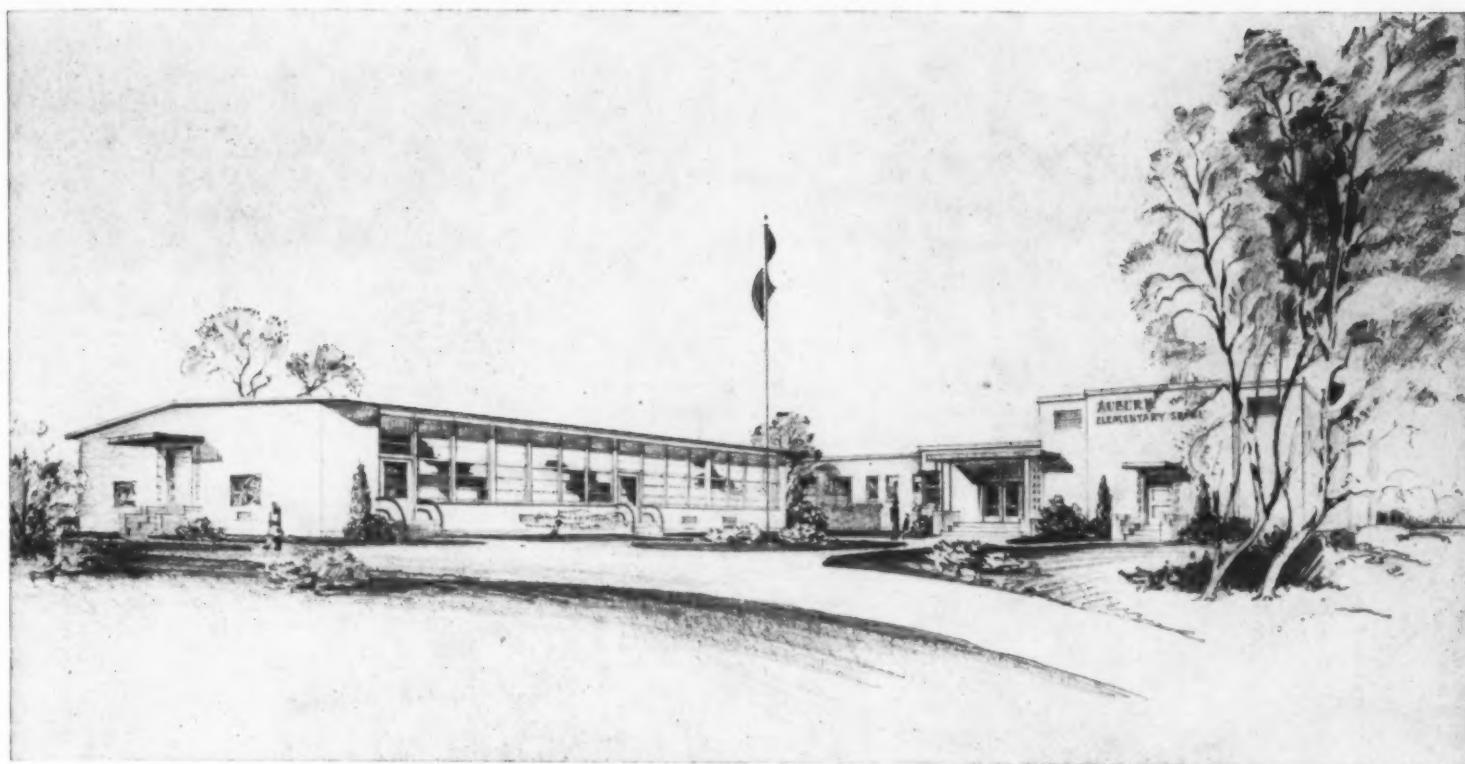
Site plans presented in Table 3 for the next ten years parallel the building trends for the most part. Twenty-five new sites are proposed, 17 sites are to be enlarged, and almost 50 sites are to be reconditioned or more fully developed.

(Concluded on page 64)

¹Principal, Roosevelt School, River Forest, Ill.

²University of Chicago, Chicago 37, Ill.

³W. R. Flesher, "Secondary-School Buildings in Twelve Ohio Cities," *Educational Research Bulletin*, XXV (Mar. 13, 1946), 57-63.



Perspective, Auburn Elementary School, Auburn, Massachusetts.—S. W. Haynes & Associates, Architects & Engineers, Fitchburg, Massachusetts.

A Bilaterally Lighted Elementary School Building *S. W. Haynes¹*

The Auburn Elementary School, Auburn, Mass.

A successful school building is an educational instrument which is planned to meet the present, and so far as possible foreseeable future, educational and community needs, which at the same time fully conserves the health and safety of pupils, and which has been erected and is operated within the economic ability of the community. The new elementary school building under construction at Auburn, Mass., has been planned to meet the requirements just mentioned and to include the latest scientific findings in lighting, ventilation, and use of materials. The building site is a knoll with a slight slope, about eight acres in area, in a growing residential neighborhood. Environment and accessibility are ideal.

Arrangement and Orientation

The general plan, as well as the details of the classroom units, has been worked out for maximum flexibility. The several wings have been arranged to meet the peculiarities of the site and to utilize the favorable New England conditions of light, winds, and weather. The building will include eleven classrooms, an administrative suite, a cafeteria, a multipurpose room, and a seasonal playroom. The number of classrooms may be increased if the enrollment requires the organization of additional classes.

¹Fitchburg, Mass.

The Classrooms

In planning the classrooms, attention has been given to produce optimum conditions for the activity type of program. The rooms have been made 30 ft. square to avoid the disadvantages of the familiar long and narrow classroom which has been so popular during the past fifty years. In the square room there is greater freedom for group work, and all the children can be brought closer to the teachers when the class operates as a single unit. The lighting can be arranged to enter from the opposite sides and can be so distributed that all children in every part of the room will be entirely comfortable no matter how they face in any learning task.

The arrangement of daylighting has been studied both for quantity and quality so that the ease and speed in seeing will have a favorable effect on the speed of recognition, will conserve nervous energy, and will promote ready concentration on tasks.

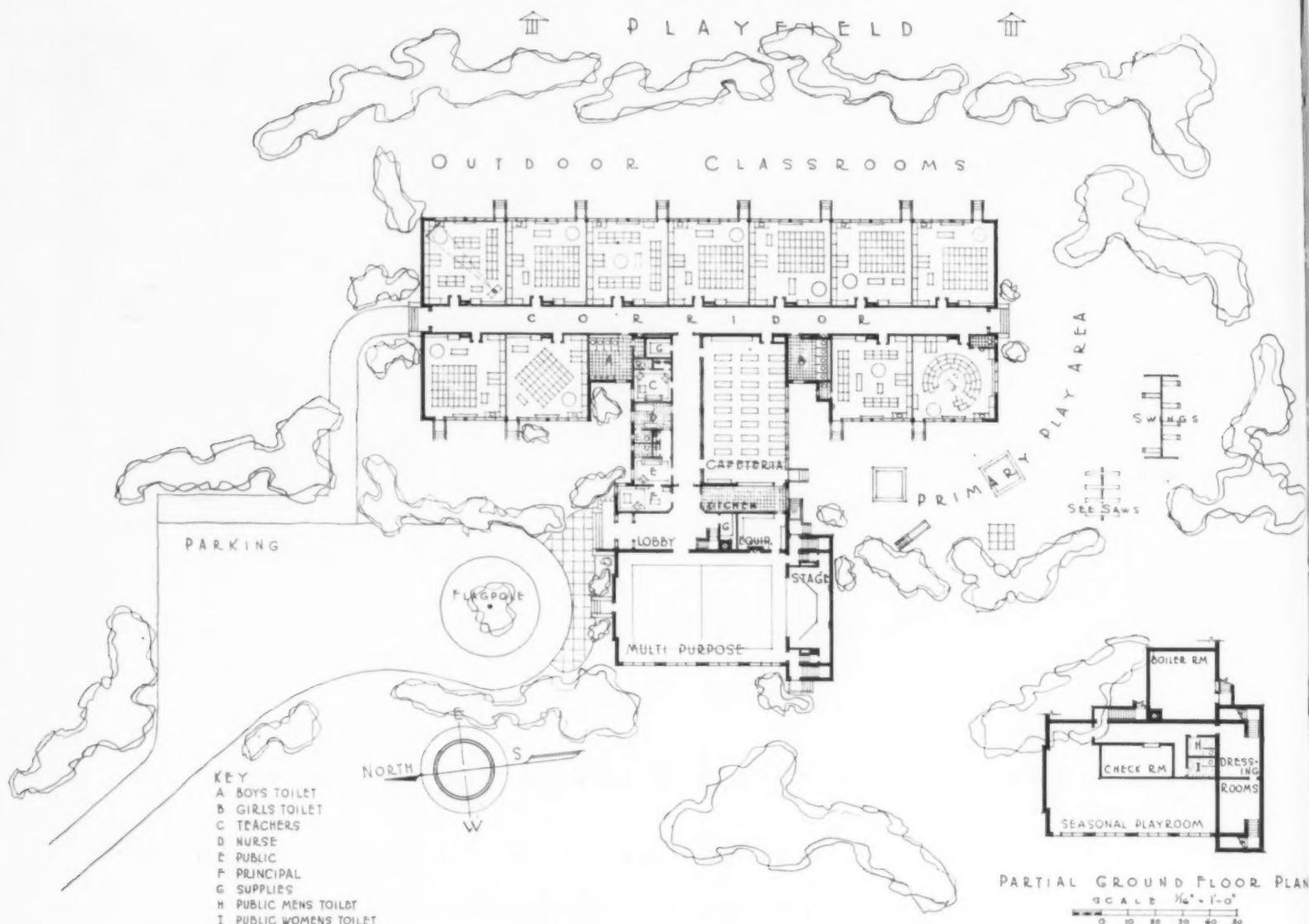
Massachusetts has an overcast sky on about 50 per cent of the days of the year and this fact has been taken into account. The cloudy days have sufficient light outdoors, but rooms, e.g., classrooms, where the eyes must be used in such close tasks as reading and writing, require more window area than do similar rooms in sunny situations. The classrooms of the Auburn elementary school have one side

entirely glazed and the opposite side has a continuous bank of windows set high in the wall adjoining the corridor. The design aims at these results:

- a) Quantity of light, 30 foot-candles.
- b) Distribution, uniform and free of shadow
- c) No direct glare and a minimum amount from work and surroundings
- d) Brightness ratio of seeing task to surroundings, 50:1; within classroom, 10:1.
- e) Brightness control by means of scientifically designed louvers, to reduce extreme brightness and maintain approximately 30 foot-candles of evenly distributed, glareless light in room

A check of the design by a leading New England illumination expert indicates that the design will produce illumination of about 36 foot-candles rather well distributed over the entire room. This condition should be had when the sky is overcast with the sun at 20 degrees from the horizon and the average sky brightness is 726 foot lamberts. The rooms will have white ceilings and walls of a high-reflection coefficient, and floors, furniture, and equipment will be held in light colors so that the ratios or differences in reflection will not be more than 3:1.

Another feature of the building is a provision for making the corridor illumination 60 foot-candles, so that the pupils entering



Plans, Auburn Elementary School, Auburn, Massachusetts.—S. W. Haynes & Associates, Architects and Engineers, Fitchburg, Massachusetts.

the building from the bright outdoors will pass through an area lighted between the bright outdoors and the entirely moderate lighting of the classrooms and will be able to accommodate their eyes without too sharp a drop. It is believed that this arrangement is far better than the usual dim and gloomy corridors into which children are plunged from a brilliant out-of-doors before they enter the normally lighted classrooms.

Flexibility has been planned for the classrooms in the shape of movable partitions which will allow the lengthening or shortening of rooms as needed. A unit ventilator and separate light fixtures have been set in each 15-ft. section of the rooms to allow for these important needs in any short or extra long room. The classroom cabinets, cases, wardrobes, bookcases, etc., are to be of standard size and movable so that they may be rearranged or replaced with newer types of units as the needs of the time suggest.

The idea of making the school building more serviceable in the total life of the community has been considered in the layout of the whole and in the accessibility of the larger units. The cafeteria, the multi-use room, and the seasonal playroom are arranged and equipped for adult use without

interfering with the day school program. When the school is not in session, this portion of the building may be used without opening the classroom wing. A check room, public toilets, apparatus and chair storage, stage and dressing rooms are included for adult use. The seasonal playroom is located under the multipurpose room at a point where a drop in the grade allows of full length windows for daylighting. Incidentally the location of these larger areas in a separate wing serves to isolate the noises and odors from the academic rooms.

The cafeteria and kitchen have been given a place of importance consistent with the lunch program and the nutritional instruction which the school will give. The kitchen has been so located and will be equipped for the standard room lunches for the children. Access will also be had to the all-purpose room when this is used by neighborhood groups.

The principal's office will have adjoining it a public waiting room so arranged that children who are to see the doctor or nurse in the school clinic may use it.

The teachers' room is to be of adequate size, homelike in finish and furniture, and fitted with a toilet and wardrobes.

The building is to be heated with a two-

pipe vacuum-return type system, including steam boilers and unit ventilators of the airstream-control type, all thermostatically controlled.

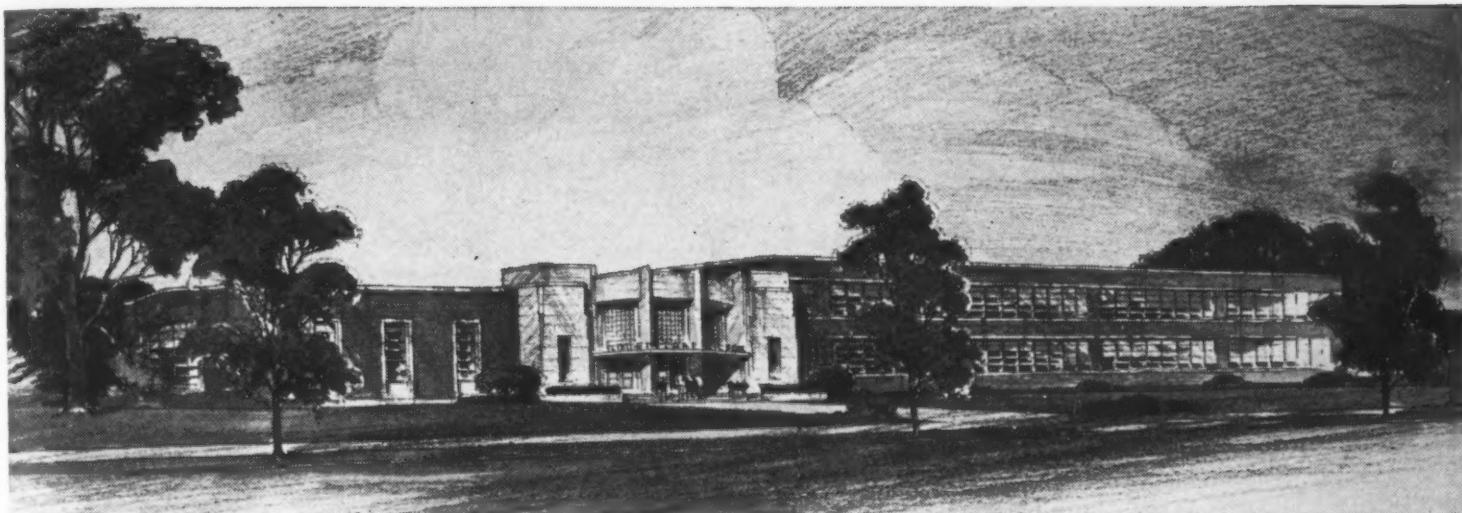
The artificial lighting of classrooms will be of the fluorescent type. The building will be fitted with an electric fire alarm system, electric clocks, program bells, and outlets for audio-visual apparatus.

The general contract let in March, 1948, including architectural and engineering fees was \$355,000. This amounts to 74 cents per cubic foot.

SCHOOL BUILDINGS AND SCHOOL SUCCESS

The success of education given in schools depends essentially upon two factors, relevance and quality. In respect to both the premises in which the school is housed, most people who purposely treat it as nonsense, would say that buildings and communities do not guarantee that the teacher is everything. However striking a man may triumph, the best teacher is inevitably and seriously handicapped by inferior conditions and equipment. —*London Times Educational Supplement*.

July, 1948



The main entrance to the Round Lake Community Consolidated School, Round Lake, Illinois, is emphasized by the use of Bedford limestone, structural glass block and aluminum doors.—LeRoy W. Thompson, A.I.A., Elgin, Illinois, architect and engineer.

A Balanced Community School The Round Lake Elementary School

The new Round Lake Community Consolidated School, which will provide educational facilities for children in grades one to eight inclusive at Round Lake, Ill., has been planned for community use. It will house a complete elementary school of six grades and two years of junior high school and will provide also a center for adult recreation and education in a live midwest American town.

The building will occupy a site 597 ft. long and 715 ft. deep. The basement will be limited to a small section of space under the auditorium and under a portion of the gymnasium.

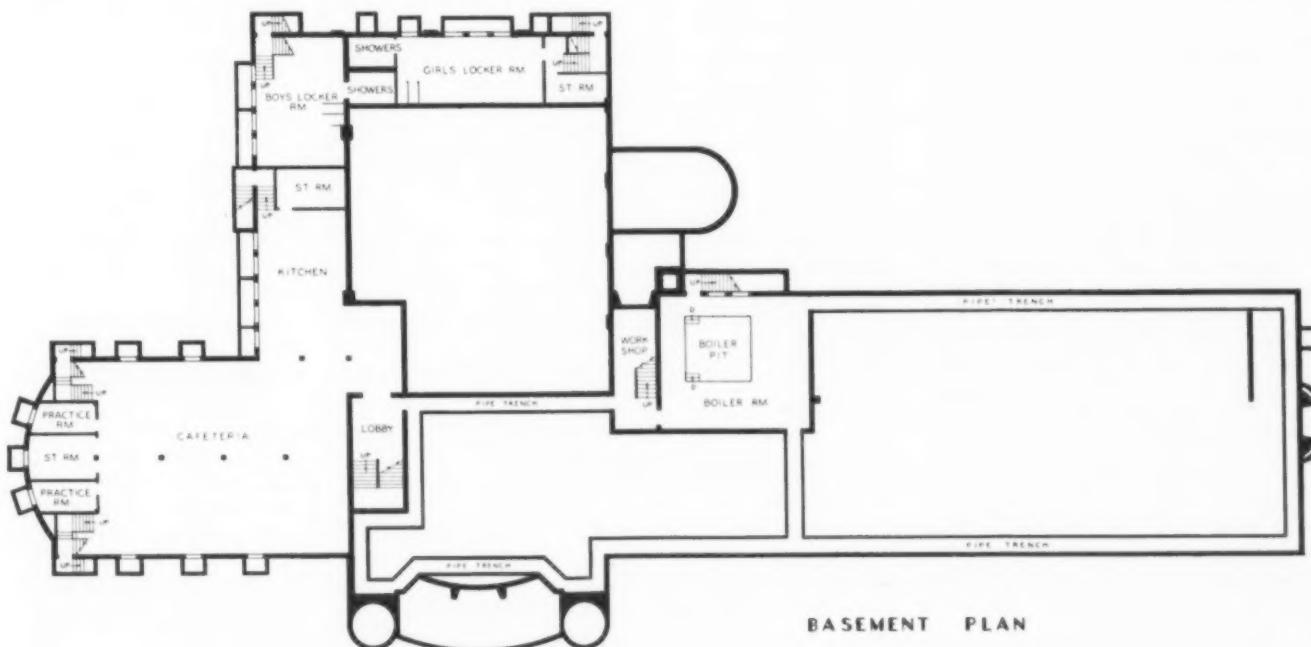
It is expected that the dining room section of this area will serve also for music education. Included in the basement are showers, locker and dressing rooms for boys and girls, a boiler and machine room, and a workshop for the janitor.

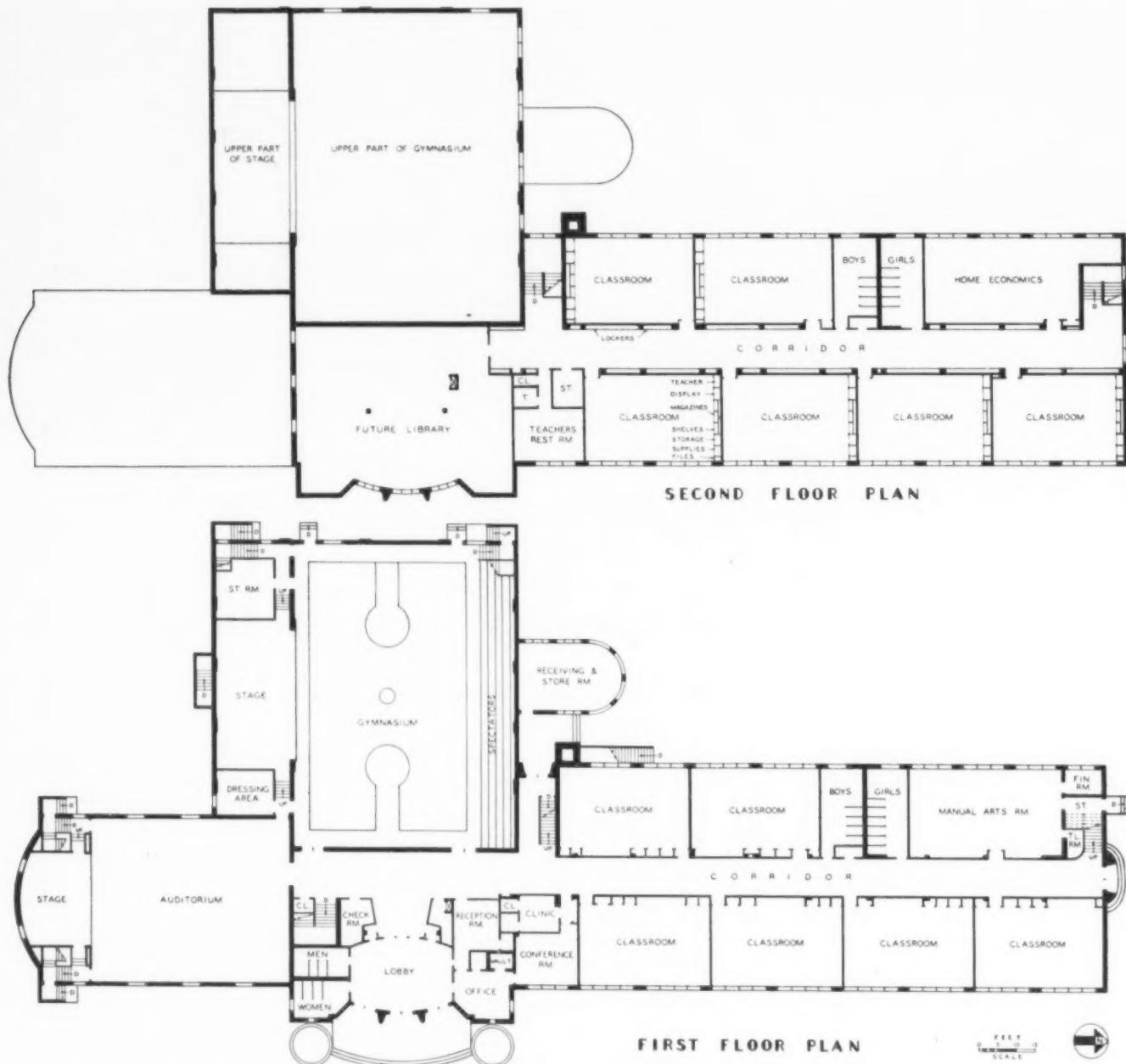
The main frontage of the building is east and the arrangement of the first floor is such that the auditorium and gymnasium can be operated without opening the balance of the building. The auditorium which measures 44 ft. by 54 ft., includes a stage for small groups. The gymnasium which is 60 ft. by 81 ft.,

has adjoining it a large stage adapted to major school productions. A portion of the seating in this room is of the demountable type.

There are on the first floor two offices, a school clinic, a conference room, a receiving and storage room, six standard classrooms, and a large manual arts shop. The last mentioned room has adjoining it a finishing room, store- and toolrooms, and a separate entrance for bringing in heavy supplies and equipment.

The second floor includes six standard classrooms, a large room which is to be used for small neighborhood meetings and which may





Round Lake Community Consolidated School, Round Lake, Illinois.—LeRoy W. Thompson, A.I.A., Elgin, Illinois, architect and engineer.

be equipped at some future date for library purposes. A home-economics room, a rest room for teachers, and separate toilets complete the accommodations.

The building is very simple in exterior design. The distinctly modernistic ornament will be limited to the main entrance which is being worked out in limestone, with glass blocks and aluminum doors. The construction throughout is a concrete frame with steel beams carrying the roofs, and brick walls. The classrooms are finished with plastered walls, acoustic ceilings, asphalt-tile floors, metal cabinets, fluorescent lighting fixtures of the guth troffer type, and a minimum of wood trim. The entire finish of the classrooms has been held quite light in character to reduce the light absorption. The corridors are finished with asphalt-tile floors, acoustic-tile ceilings, and plastered walls. The stairways have terrazzo risers and treads with inserts of nonslip materials.

The auditorium has been finished with wood

wainscoting, plastered walls, acoustic ceiling, and asphalt-tile floor. In the gymnasium hard maple floor, brick-tile wainscoting, and acoustic ceilings have been provided.

The building is heated by means of a vacuum-steam system, deriving power from two steel boilers of the oil-burning type. The classrooms are fitted with unit ventilators thermostatically controlled to maintain even temperatures in both cold and mild weather. Unit heaters are to be installed in the gymnasium and auditorium.

The sanitary installation is of the heavy duty type, with vitreous china urinals and toilet fixtures, and rapid-acting flush valves. The drinking fountains are of the wall fountain type with built-in coolers. Toilet and shower partitions will be of steel. Soap dispensers and towel fixtures will be included. The showers will have mixing valves with thermostatic control.

The building is planned for an initial enroll-

ment of 500 pupils. The original construction contracts ran to \$470,000.

The building was planned and the engineering services were provided by the office of LeRoy W. Thompson, A.I.A., architect, of Elgin, Ill. Supt. Robert Ellis provided the educational planning.

THE WHOLE PUPIL

The plea is made for a philosophy of education which will consider the pupil as a whole — his intellectual capacity and achievement, his emotional make-up, his physical condition, his social relationships, his vocational aptitudes and skills, his moral and spiritual values, his economic resources, and his aesthetic appreciations. This approach emphasizes the development of the pupil as a person rather than his intellectual training alone. — Harold B. Brooks, Long Beach, Calif.

School Building Modernization and the "New Look"

Hon. Anthony Campagna¹

"Accident of residence should not determine the type of education which children receive. Children in all parts of the city are entitled to the same advantages possessed by those who attend new and modern school buildings."

The author of this statement is Dr. Nickolaus L. Engelhardt, former associate superintendent of schools in the New York City Department of Education, who retired recently to set up his own office as consultant in school planning. Dr. Engelhardt's 36 words represent the underlying philosophy of a new kind of construction program being carried out by the New York City board of education, which has as its objective the modernization and rehabilitation of the older but still serviceable schoolhouses.

In other years, the cost of modernization improvements was borne out of a limited "expense budget" account for maintenance and repairs. Today, however, modernization stands on its own, through the medium of a special fund provided in the capital budget by a co-operative and understanding city administration.

Maintenance Appropriations Too Small

When I began my service on the board of education, in December, 1943, I took it for granted that the practice of maintaining public buildings was similar to that which applied to privately owned structures. In the latter case, it is customary to set aside at least 1½ per cent of the total capital investment for repairs, upkeep, and modernization. I soon realized that this ratio, or even one approximating it, was not followed with respect to our schools.

Even though our expense budget allowance for repairs and maintenance has varied over the years in amounts ranging from two and one-half million dollars to five and one-half million dollars annually, they were far below the fund required to keep the schools in proper condition. The effect was to cause a backlog of essential work, which, at today's high prices, probably would amount to more than fifty million dollars.

As this is written, modernization is underway in 28 schools throughout the city, involving an expenditure of more than two and one-half million dollars. Two of the projects have been completed, and four are better than 90 per cent completed. An additional allocation of one and one-half million dollars is expected shortly, which will bring about 15 more schools into the program.

Mayor William O'Dwyer and the other members of the board of estimate have been most helpful in advancing the modernization

program. Their interest is typical of their desires to improve educational services and facilities in New York, and for this the people of our city owe them a debt of gratitude.

What Modernization Means

Modernization is not thought of, in any sense, as a substitute for the regular repair and maintenance programs of the board of education. Rather, it is related to existing buildings which do not meet all current and desirable conditions but which have enough value in structure, character of construction, and nature of utility services as to form the basis of schools that can meet present-day needs.

In many parts of New York City, especially in Manhattan and Brooklyn, there are scores of school buildings which possess these values, yet are obliged to function under conditions not comparable in many respects to schools erected in recent years. For example, some of the schools are without the type of toilet installations provided in new schools. Heating, ventilation, and electric work leave much to be desired. In certain schools, an ideal educational program cannot be conducted due to the lack of classrooms, shops, auditorium and gymnasium facilities, cafeteria, special rooms, offices, and playgrounds.

But where these conditions were permitted to exist for many years because of insufficient funds, remedial treatment is finally being applied by means of modernization.

As defined by the board of education, modernization includes two groups of major changes, as follows:

1. Here are included changes in major spaces like the auditorium, the gymnasium, the cafeteria, or additions of special rooms or special facilities, such as guidance rooms or shops. It does not mean altering the entire interior of a building, but it does involve the better adjustment of existing spaces to current needs.

2. Modernization, as related to the utility services, means bringing these services up to present-day standards. For example, it means the rehabilitation of the lighting system and toilets. It may require improvements for greater efficiency in the operation of boilers. Here the criterion is conservation of the plant as a necessary safeguard for the proper function of the educational facilities.

Special Funds Now Available

Modernization funds were first allocated in the capital budget in June, 1946, after I, as chairman of the committee on buildings and sites, had presented the board of education's case to Mayor O'Dwyer and the other members of the board of estimate. They took



Hon. Anthony Campagna
Member, Board of Education,
New York City

note of the increasing backlog and the fact that other city departments previously had been granted funds for modernization work, and thereupon authorized an initial allocation in the amount of six hundred thousand dollars under the general heading, "Modernization of School Buildings, All Boroughs."

The separation of funds for modernization work and for ordinary maintenance climaxed a long campaign to have the city's fiscal authorities recognize modernization as a legitimate capital expenditure, since this type of project adds to the value of the property to be improved. Besides Dr. Engelhardt, the leaders in this movement were the former superintendent of schools, Dr. John E. Wade, and Harold D. Hynds, present superintendent of plant operation and maintenance. Despite their efforts, it was not until the O'Dwyer administration came into power that their hopes were finally realized.

Since the retirement of Superintendent Engelhardt, all modernization work is being processed under the supervision of Dr. George F. Pigott, Jr., associate superintendent of schools, in temporary charge of the division of housing.

Planning Done Very Carefully

The same kind of effort that goes into the planning of a new school goes into the planning of a modernization job. The first step, naturally, is the listing of the projects in the order of urgency. This is followed by an inspection of the particular school to determine the extent of the work involved. A program of requirements is then prepared by the division of housing for submittal to the committee on buildings and sites, which comprises all of the members of the board of education. If approved, the program of requirements is translated into plans and specifications and the work thereupon advertised for bids.

(Concluded on page 64)

¹Member of the New York City Board of Education.

The American
School Board Journal
A Monthly Periodical of School Administration
Edited by
Wm. Geo. Bruce and Wm. C. Bruce

RETIREMENT OF TEACHERS

PRELIMINARY findings in a study now under way at the University of Chicago give evidence that, in a considerable proportion of cases, the retirement of teachers does not provide the happy results which the early proposers of pension systems envisioned. The study suggests that (1) numerous retired teachers, especially men, are unhappy because retirement is a terrific letdown from an active and useful life, (2) that the income in many instances is insufficient to carry on at the social level to which teachers have been accustomed; (3) that there are difficulties arising from new relations with family members, lessened health and strength, and general adjustments to old age. Unquestionably, the "letdown" referred to occurs in men and women who are chronologically 65 years of age but who in physical and mental vigor are not "aged" in the social workers' understanding of this term and whose situation the law was not intended to meet. On the other hand, the third group of complaints arise from the situation common to people who are approaching senility and who are deservedly retired under a wise public policy.

From the standpoint of public interest there are serious losses in the retirement of able and efficient administrators and teachers who are suddenly cut off from work which they could carry on with complete success for some years to come. Some method of tapering off the service and the responsibility of these people should and can be found. Part-time work, consultation with their successors, special types of in-service training and guidance activities, offer opportunities for utilizing the experience of persons above the legal age for retirement. Such a tapering off of activity may not be without difficulties and may create problems of relations with new incumbents in supervisory and executive positions. The fact that such difficulties will occur in some situations is no reason for not setting up plans.

The entire situation of the superannuated teacher deserves attention as one of the emerging problems of retirement and old age. If the average length of life is to continue rising and social security is to be assured as a fixed and valuable element in our total social scheme, the happi-

ness of all older people must be assured at least so far as earthly existence can be made happy. The school group can hardly expect to meet this problem alone. It is of general concern to all agencies interested in the total welfare of the aged; it should obtain ideas and help from social workers, medical and health organizations, cultural groups, and above all the church. It is hard to conceive of intellectual and emotional adjustments, changed social and family status, medical care that will be accepted as satisfactory, without a growing spiritual life which will supply the worship, the certain hope, and the calm resignation that religion alone provides.

THE BUILDING SITUATION

THE school plant situation has not improved materially during the first six months of 1948; in fact, the continued rise in costs has placed the communities which cannot put off construction, in worse predicaments than they were a year ago. The December, 1947, estimates of 7.4 billion dollars needed for elementary and secondary school construction will have to be revised upward if the costs continue to rise as they have during the first six months of 1948. The U. S. Department of Labor index was 193.0 during March, as against 177.5 during the same month of 1947; the Engineering-News Record's index of building construction costs as of June 1, 1948, was at the all point high of 333.8; while the American Appraisal Company index for building costs was at the unprecedented point of 481.

How long or how far the present upward trend will continue, no one seems to be able to predict. If the government forecasts for a further rise in living costs of 3 to 5 per cent by the end of the year are correct, the tendency of building costs is likely to follow the same pattern. What reaction the results of the national elections will have on prices in general, even with a Republican victory, remains to be seen.

In view of all the uncertainties, it would seem that school boards must make the interests of the children and the social values to their communities the basis of decisions on school building projects. Well-planned and adequately equipped school plants are the only possible means of enabling teachers to do effective jobs of instruction. The sacrifices made to raise teachers' salaries must be duplicated for adequate school plants if the gains of improved teaching are not to be lost. It is a reflection on the total American appreciation of the importance of education for the continued growth of democracy that

three years after the end of the shooting war we have done so little to correct the extremely bad shortages of school building space and the growing deterioration of school plants. If the states and localities do not wake up to the responsibility federal encouragement will be needed.

INTERPRETING THE SCHOOLS TO THE BOARD AND THE COMMUNITY

THOSE who are inclined to criticize the administrators of the nation's schools usually question the educational qualifications of the individual members of the board of education. They look for higher standards of intellect, learning, and experience in the management of a school system; they unconsciously expect the board members to have a general knowledge of some educational theory and administrative procedures.

Approaching the subject in its general aspects, it becomes clear that the indictment is not well founded. The citizens who consent to serve as members of a board of education are laymen and usually represent the several board occupational groups — labor, business, and the professions — with reasonable completeness. They are representative of the community under our representative republican system. The proof of the value of this method of school control is found in the efficiency with which the schools of this country are conducted.

The question is sometimes asked whether the means of interpreting the school, its mission and purpose, and the ultimate objectives to be obtained through it is sufficiently emphasized. There can be no question that the average member of the school-administrative body is brought into touch with phases of school life and with the general import of popular education to fit him for this task.

Nearly every state in the Union encourages school-board conventions, state, regional, and county. Representatives of the state department of public instruction and educators drawn from colleges and universities, as well as local school officials, are making their contributions to these gatherings. The school board associations, especially in the Middle West, are rapidly becoming powerful means for the self-education of their membership, and for the carrying on of state-wide programs of school improvement.

Besides, the school-board member has access to an abundance of helpful literature. Nearly every school office library has volumes which deal with school-administrative problems. The answer to special and intricate questions is always found

when needed in current magazines and publications devoted to the government of the school system. Every superintendent worth his salt is able and anxious to answer any questions. An illustration of the local school administrators' anxiety to inform the board and to obtain co-operation in the solution of educational problems is found in the special policies meetings held in some communities. As the Glencoe, Ill., "School Board Letter" puts it, these meetings "are held so that the board members participate in the determination of educational policies—as well as of fiscal and other policies in the administration of the school system."

But, coming back to the composite membership of a board of education, it may be said that every member thereof brings the best of his own experience in his calling or career to the service of the school-administrative task assigned to him. The questions of policies, projects, and departures arising in the administration of a school system must be convincingly explained to him by the professional executives. The board member's duty is better carried out by the exercise of competent general judgment and common sense understanding than by technical learning in educational administration.

LABOR AND EDUCATION

Through education we must give to labor an improved status and a new philosophy. We must teach the rewarding nature of work, both in its economic aspects and in its psychological aspects. Leisure is not without its compensations. But these compensations do not compare with the enduring satisfactions of serviceable work well done; of work which claims the fullest abilities of men and women and makes them partners in creation. Education must never be partner to the idea that any honest labor can be looked down upon; that those who labor are any less entitled to respect and just reward than those who direct their labor. —John W. Studebaker

INTELLIGENCE — A PRACTICAL DEFINITION

The word *intelligence* comes from *inter* (between) and *legere* (to choose), and means *ability to discriminate*. It is the faculty by which one knows the beautiful from the ugly, the permanently valuable from the transient, the good from the bad, the better from the merely good. Intelligence is the power to survey things and one's relationship to things with objective disinterestedness, undirected by prepossession or prejudice. By exercise of intelligence one learns to see things as they are, rather than as for the moment they are esteemed to be by the crowds which shout mass-judgments at us. —Bernard Iddings Bell

It is the teacher's duty to help every pupil. The least attractive, the most troublesome, the least able deserve the most help.

A good teacher builds character.

Word From Washington —

The School's Opportunity in Strengthening Family Life

Elaine Exton

The moral, intellectual, and economic well-being of our country depends in no small measure on how the families of the nation fare. What happens day after day in the homes of the nation has spreading consequences for the country as a whole and for its international relations. It is in the home that the individual learns to become first an acceptable family member, later an acceptable community member and citizen. In families where each member is respected and learns to respect others and to share in decisions, children participate in democratic practices that are carried over into their relations with other groups. Irrespective of changing conditions outside the home, the family continues to be the core and basic unit of American democracy.

The Family — Cradle of Democracy

Discussing this relationship at the National Conference on Family Life in Washington recently, Dr. Stanley P. Davies, general director of the Community Service Society of New York, said: "Utilizing the family, as indeed we must, to condition children for the kind of leadership and citizenship upon which the salvation of the world depends, is at best a long, slow process. . . . The goal of our efforts to develop the kind of individual who can strengthen our democracy and secure world peace is unchanging. It remains in the family."

Dr. Brock Chisholm, executive secretary of the Interim Commission of the World Health Organization, further defined this function of family life in an address before the National Health Assembly on May 1, 1948, in which he stated: "The business which outweighs all other values in the world, is the business of rearing children. This has the greatest importance. The world will be what the children of the next generation make it. . . . The responsibility of parents and teachers of young children is to show children in their own persons and in their own habitual patterns the kind of citizenship that will make it possible for the human race to survive in the future.

"If the child is developing soundly, he very soon develops a relationship, or potential relationship to other members of his community which at first is very small, only his own family. . . . If he continues sound development, he will assume the same pattern in regard to the community, the local community. He will find his father, mother, relatives, and elders concerned about the conditions in the community. . . . He will learn that this is an admirable pattern, this pattern of taking responsibility in things that are needed for the community. . . . A little later he may develop, if he is developing soundly, a relationship with wider horizons, his state, his province . . . his nation. . . . There is an absolute necessity in the future for people who will assume responsibility for the welfare of the human race, everything, not just locally, not just nationally, but for the whole human

race. It is this pattern, if showed to children, toward which they may develop and toward which it is to be hoped that enough of them may approach soon enough, that is the only hope of survival of the human race for another generation or so."

The Need for Family Unity

In numerical terms alone the family represents a significant segment of American life. As reported by the U. S. Bureau of the Census, approximately 94 per cent—132.8 million persons—of the 142.1 million people in the civilian population of the United States in April, 1947, were members of some 36,240,000 families comprising two or more related persons. About 6 per cent (7.9 million persons) were "individuals" not in families, while about 1 per cent (1.3 million persons) were inmates of institutions.

Current divorce and delinquency rates, however, warn of divisive influences that cripple and destroy family life and signal for deepened efforts to preserve family happiness and counteract adverse factors in modern living so that American homes can successfully discharge the compelling responsibilities demanded by the circumstances of our times.

In general, during the 80-year period, 1867–1947, divorces tended to rise more steadily than marriages. The number of divorces granted each year exceeded the figure for the preceding 12 months with 10 exceptions. A comparison of figures from the United States Bureau of the Census and the National Office of Vital Statistics show that over this 80-year span marriages and divorces increased at a greater rate than the population of the nation. Both attained record heights in 1946 when the population was about 4 times as large as in 1867. Concurrently, marriages were more than 6 times as numerous—an estimated total of 357,000 in 1867 compared with 2,285,539 in 1946, while divorces were more than 60 times as numerous—9937 in 1867 as against 613,000 in 1946.¹

Moreover, crime on a nationwide basis continues on the upswing according to the FBI whose statistics show that boys and girls under 21 were being arrested at the rate of 10,000 each month in the first half of 1947 and that in the United States that year a crime, whether by an adult or a juvenile delinquent was being committed every 18 seconds.

Reviewing this disheartening situation FBI Chief J. Edgar Hoover reports: "I have noticed that there is something lacking in the home life of most youngsters who violate the law. Even the delinquents who are from apparently normal homes are victims of parental

¹The number of marriages dropped to an estimated 2 million, the number of divorces to an estimated 450,000 in 1947. The peak divorce figure for 1946 probably cannot be considered typical since it reflects the fact that during the war years many marriages involved servicemen who could for the most part neither sue nor be sued for divorce during the period of hostilities. This resulted in a damming up of divorce actions and a subsequent increase in such suits when it became possible to initiate them.

neglect. . . . The greatest thing we, as individuals, can do for ourselves and for our country, will be to keep our families together in peace and happiness."

On the basis of a four-year study of 110 criminal offenders, ranging in age from 14 to 45, and 200 members of their families, Dr. David Abrahamsen of Columbia University's Department of Psychiatry recently declared that "more than the economic or social position of the family, the emotional relationship between parents and children influences character development." "Our experience proves," he said, "that family tensions, even of a subtle nature, breed criminals. Homes where there is bickering and nagging cause children to tighten up with resentment and hostility, resulting in their rebellion against authority and responding to the will of the gang."

National Conference on Family Life

To discuss problems affecting American family life today and spell out ways to strengthen American families and achieve "better family living for all" 125 national lay and professional organizations with a combined membership of about 40 million persons—including the National Education Association and the American Council on Education—sponsored a fact-finding Conference on Family Life in Washington, D. C., May 5-8, 1948. This was attended by some 900 delegates, representing social workers, businessmen, labor leaders, lawyers, doctors, ministers, housewives, home economists, and magazine editors as well as college professors, school teachers, and students in many parts of the nation.

Under the general supervision of Dr. Ernest G. Osborne, professor of education at Columbia University, committees of specialists prepared preliminary reports in advance of the conference on these ten important areas affecting family life: Community Participation; Counseling and Guidance; Economic Welfare; Education; Health and Medical Care; Home Management; Housing; Legal Problems; Recreation; Social Welfare. In addition, reliable statistical information was assembled from various official sources on such topics as the decline in family size; composition of contemporary families; trends in marriage and divorce; family incomes, expenditures, and living standards; educational levels achieved by family members; the housing shortage.

Working papers summarizing these studies were dispatched to delegates prior to the Conference and provided background for discussions carried on in 29 separate section groups that met simultaneously on three occasions to consider the needs and problems of the family during consecutive stages of its development through the early, middle, and later years of family life. To focus the attention of homemakers and of specialists in many fields on family questions and obtain a cross section of their thinking, about 30 delegates representing the varied professional, labor, lay, religious, and civic organizations participating in the Conference were assigned to each section group. During the conclave, report meetings based on the ten area studies and general sessions addressed by leading authorities were also held.

At the closing session Eric A. Johnston, president of the Motion Picture Association of America and chairman of the Conference, proposed that the delegates take steps on their return home to establish Community Councils

on Family Life to co-ordinate the activities of existing local groups whose work relates to family living. The Conference itself adopted no formal recommendations. However, its secretariat will refer the findings of the individual action and report meetings to the appropriate participating agencies for study and for translation into such programs of



action at national, state, and local levels as these organizations deem advisable.

Some Educational Implications

The importance of education in raising American marriage and family life to a higher level of success and satisfaction was recognized by Conference participants. One of the working papers, "Dynamics of Family Interaction," suggests: "We must look forward and work toward the day when preparation for family living in the broad sense is a definite part of every educational program from nursery school onward and when preparation for marriage in the more specific sense is an integral part of every high school and college curriculum. . . . Successful marriage and family life must cease to be merely a by-product of our educational system and must become one of the major objectives."

As the U. S. Office of Education's Consultant in Family Life, Dr. Muriel Brown, said: "The ability to be a good member of a family and finally to be able to take leadership in establishing and maintaining one's own family is one of the most important goals for education."

Delegates were in general agreement that the need for family life education is basic and continuing for all people and that schools should give greater attention than in the past to developing a comprehensive program of education for family living that starts in the preschool, is continued at each level, and encompasses classes for parents-to-be as well as other adult educational activities that will help parents to be more effective family members themselves and better able to impart sound information and attitudes to their children.

School Preparation for Family Living

Among the specific recommendations concerning education for marriage and family living submitted to the National Conference on Family Life by committees of well-known educators were the following:

At the Elementary School Level

1. Elementary education should be extended downward to provide through parent-teacher planning educational services for nursery and kindergarten children. Activities to help parents in their responsibility of guiding the education of children in the home before school entrance should include consultation service and parent education classes.

2. Homelike surroundings, authentic life situations, and worth-while group experiences should be provided as a background for interpreting to the growing child his own developing emotions and capacities, and aiding him to understand his family and friends well enough to get on with them.

3. Teachers should help children look at their own home backgrounds objectively and to appreciate the things that are unique and of value in being a family member. One profitable approach to the improvement of family life at the elementary level is through helping parents study childhood experiences in relation to personality development.

4. Activities should be planned in such a way that children will have many occasions for practicing human relationships. Schools that have provided special projects for older elementary boys and girls to work with children in kindergarten and primary grade groups have found that these activities help the older children become aware of human relationships and that often their personality difficulties in their own group have been solved as a result of the new insights that come from these experiences.

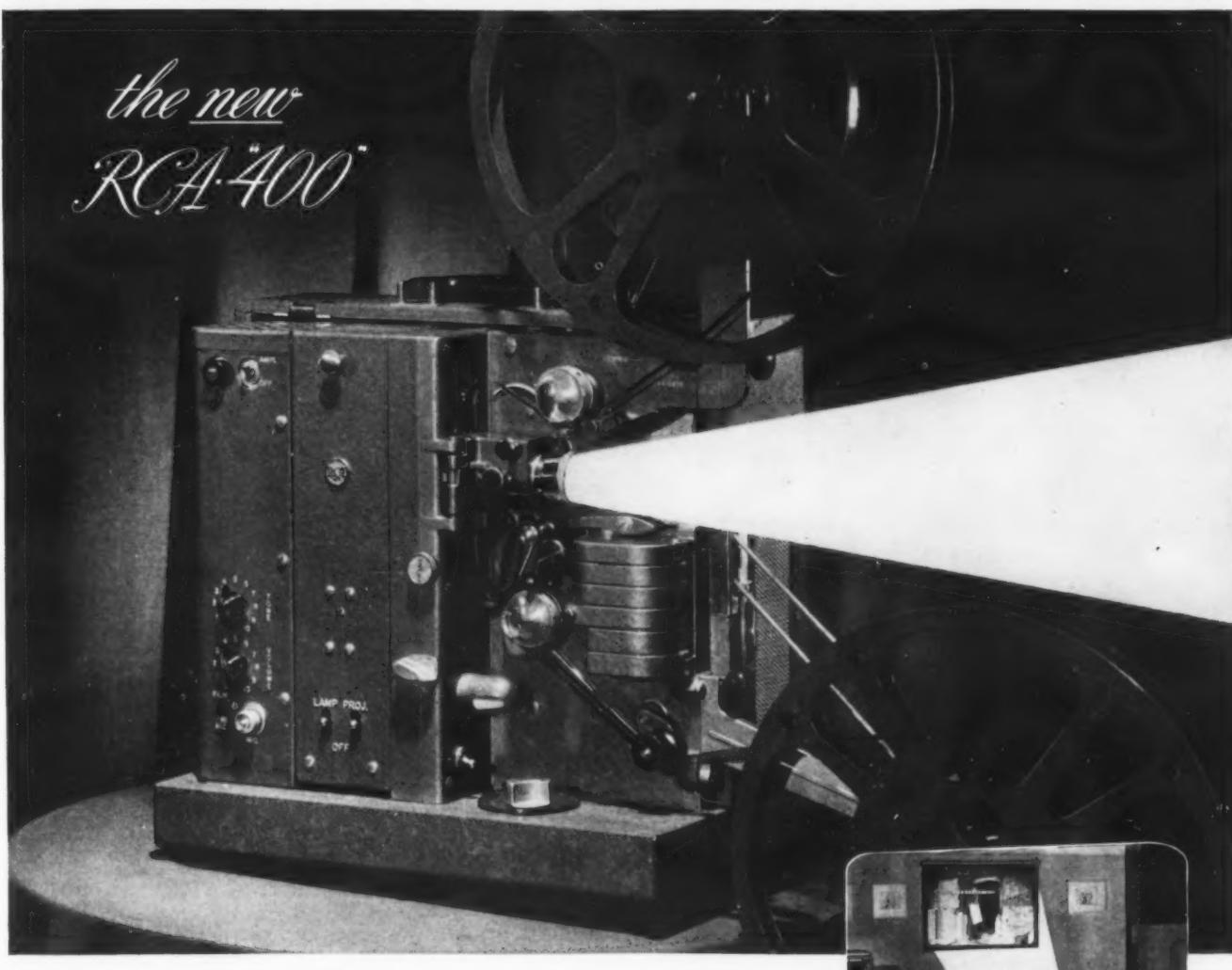
5. With the composition of the family unit as it is today many children do not get to know younger and older children except as the school arranges programs for children of different ages to play and work together. Pupils of elementary school age should be offered opportunities to do things with younger children and high school boys and girls should be given a chance to work with elementary children on special projects.

6. Experiences in the home should be drawn into classroom work. Also, fathers and mothers can be brought into the school program through activities that furnish opportunities to share their hobbies, interests, and abilities with the children in such fields as music, painting, gardening, special collections, and so forth. Through this means the child learns that his parents have status outside the home and in school and community affairs which increases his pride in belonging to his family group. Children should also have a chance to learn about the work which their parents do outside the home as a way of becoming acquainted with the larger social relationships with which they eventually must make adjustments.

7. Closer co-operative relations between home and school should be encouraged by school administrators. If homes and schools are really to be working partners in education, they must accept mutual responsibility for (1) developing *co-operatively* the educational goals for their communities, and (2) working together to interpret the meaning of these goals and to secure the facilities in home, school, and community for carrying them out.

8. Educational facilities should be made available year round and adequate supervision furnished for children during out-of-school hours, holidays, and summer months to provide safe activity centers that in general promote sound child health and development and afford opportunities to have fun and to acquire wholesome habits of health and self-reliance.

(Concluded on page 60)



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Economical School Building Operation Through Maintenance Schedules *Lee L. Eve¹*

Several years ago, while attending the summer sessions of an eastern university, the author and his family subrented an apartment which carried with the lease a maid to do the weekly cleaning. After observing the work of this maid for several times, and noting that she never varied the procedure, the question was asked why she always did it the same way. In her own way she stated the reason, "If you has a system, work jest about does itself and you can do it in no time at all." While her precept may not produce exactly that result, Mary was right: Having a plan does mean the difference between being "covered up" with half done work and being ahead of the jobs of cleaning and maintenance.

The very nature of school organization lends itself admirably to scheduling maintenance work and cleaning operations. The activities of the school day run according to a predetermined and fixed schedule with little or no variation, hence it is comparatively easy to plan the cleaning schedule of janitors around it. The school term is so placed in the year that the vacation season is the ideal time from the standpoint of weather to do the many maintenance and repair jobs that face the building and grounds superintendent of a school system.

Clean Up and Keep Clean

The nature of the work of operation, so far as janitor work is concerned, is such that detailed daily performance is an essential. To be effective janitor work must be efficiently done each day, thus keeping the buildings consistently clean and healthful. The impression gained by parents, children, and visitors is formed by what they see any day they come and go about their business with the school. "Spurts" of cleaning will not give the right impression; only consistently good work can do this. To secure results then, cleaning must be done carefully, consistently, and regularly.

The total picture of plans for maintenance work should be carefully thought through before budget making each year. Questions which must be asked, and which depend upon policy, are: (1) Will the regular janitorial and engineering staff be employed full 12 months and used during the summer in maintenance? (2) Will it be necessary to contract for any of the work, because of difficulty or specialization? (3) What intervals of time will be allowed for the painting schedule of rooms — two, three, or four years? (4) What is the condition of the school property at the present time, including the

buildings and furniture? After these questions are answered funds for the maintenance schedule can be provided and earmarked for the respective jobs to be done.

In setting up the actual schedule of work there are several general principles which will serve as guides for procedure. Only the most important are listed; others will suggest themselves as a school system works at the problem.

Principles for a Maintenance Schedule

The first and most important of these is the health and safety of the children who use the school property involved. Cleaning schedules which permit sweeping when children are in the rooms or closer than 15 minutes before use by the children can be questioned from the health standpoint. Maintenance work during the time when school is in session creates a safety hazard.

The second principle is that the work be done as near as possible so that it helps rather than hinders the educational program. Routine schedules can be planned to fit into the time schedules of the school program; variations should be allowed only when authorized by the building principal.

The third general principle is that the schedule must be set up so the work will be done at the most effective time. A good illustration of this is the cleaning of halls and gymnasium floors. If the hall floor is cleaned at the proper time, just after children have come in from outside play, dust and grit will be kept out of the finish of the hall floor and carrying dirt to other parts of the building will be minimized. To be effective gymnasium floors must be cleaned before the class starts; after it has started dust is created, mats and gym clothing are already soiled, and the value of the cleaning is practically nil. Woodwork and roofs must be painted before they begin to deteriorate.

The fourth principle, which seems to be

of major importance, is that of having cleaning and maintenance done so it will cause school property to present the best possible look to the citizens of the community and those who visit the school premises. It is a distinct compliment to the planning of maintenance when the citizens of the community can bring visitors to the school premises. Well-maintained buildings and grounds have a public relations value that is clearly evident in communities where good maintenance is practiced. To those communities which have not practiced good maintenance, it offers worth-while possibilities for creating confidence and civic pride in the school.

Help in Making and Following a Schedule

As the specific schedule is drawn up for either maintenance or janitorial work it is very important that the people who will do the work have a voice in setting up the schedule. They will know the practical problems and will be able to supply valuable information on the time required and the difficulties encountered. When they have helped make a schedule, the plan becomes an obligation to be followed and lived up to; when it is imposed from above it has a tendency to set up possibilities for "it won't work" comments and excuses for not following the schedule as outlined. In the case of a janitor it is very important that the schedule provide for some "free" or unscheduled time. This will serve as a cushion to absorb unexpected cleaning, repair jobs, moving furniture or assistance to teachers in work for special occasions. When the specific schedule has been made for a janitor, all personnel involved, principal, teachers, and children, must be made to understand that the janitor has certain things to do and that he cannot be called upon, without due notice and consideration, to help with special or extra tasks. If the daily or weekly schedule is to be of any value it will have to be protected; this is an obligation of the person responsible for the supervision of the maintenance and janitorial force.

No attempt is made in this discussion to set up or give an example of specific schedules. Local conditions and each educational program will determine what the most effective schedule will be for a specific situation. After observation and experiment over a period of three or four weeks a janitor and the supervisor of janitorial work should arrive at a schedule that will be reasonably effective and workable.

Good maintenance and operation schedules will be economical in terms of money and smooth co-operation of personnel; they offer unlimited opportunities for creating a feeling of pride in and respect for the schools of a community by its citizens, patrons, and students, time spent in studying present practice and careful organization for effective future work will pay rich dividends to any school system.

Modern government has reached proportions which call for the best minds and greatest competence that can be obtained. The career idea in government calls for the fullest development of the potentialities of the younger public servants, who will eventually succeed to the higher posts. Human government, as Alexander Meiklejohn says, has become "human understanding in action." To leave education out is therefore to leave only action, devoid of understanding. The public service must be filled with those who possess the maximum of human understanding to begin with, and must be supplied with the means of expanding that understanding and of stimulating and keeping it up to date. That is where education comes in.—*Eldon L. Johnson.*

¹Superintendent of Schools, Crown Point, Ind.

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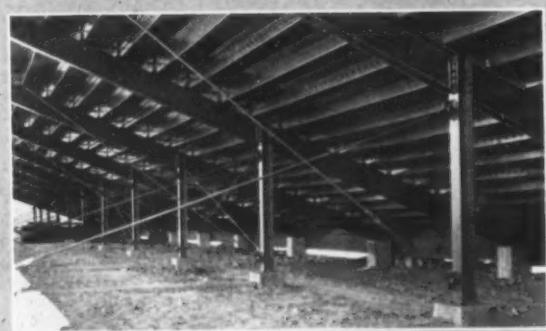
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PERMANENCE



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Underdeck view: the strength of steel



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seat installation



Underdeck exit ramp detail

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Personal News

► WILLARD E. GOSLIN, who resigned recently as superintendent of schools in Minneapolis, will become superintendent of schools at Pasadena, Calif., as of July 1, 1948. Dr. Goslin, who is president of the American Association of School Administrators for the year 1948, resigned because of his disagreement with the community attitudes toward education. He will succeed Dr. John A. Sexson, who is retiring from the superintendency of Pasadena to become executive secretary of the California Association of Public School Superintendents.

► DR. W. W. CARPENTER, professor of education at the University of Missouri, Columbia, has obtained a leave of absence to go to Tokyo, Japan, to serve for two years as educational finance officer on General MacArthur's staff. Dr. Carpenter will serve in a civilian status with the Civil Affairs Division of the U. S. Army and will be assigned to the general's headquarters to confer with the

Japanese Ministry of Education officials and other Japanese educational authorities in planning long-range changes in the school finance structure.

► JAMES H. PELLEY, of Portland, Ore., has been elected associate superintendent of schools at Lincoln, Neb. His election is for a three-year term, with a beginning salary of \$7,000.

► GUY CARTER has been elected superintendent at Mansfield, Mo., to succeed B. F. Burks.

► MAURICE R. COLSON, of Lincoln, Neb., has been elected superintendent at Cambridge, to succeed Calvin H. Reed.

► The U. S. Office of Education has announced three additions to the staff of the Division of Secondary Education. The new staff members are JOHN R. LUDINGTON who is the new specialist for industrial arts; LEONARD M. MILLER, specialist for counseling; and DOROTHY M. MEREDITH, specialist for social sciences and geography.

► RALPH C. M. FLYNT, formerly assistant director of the Division of Central Services of the U. S. Office of Education, has been promoted to the position of executive assistant to the Commissioner of Education, succeeding Kenneth O. Warner. LANE C. ASH has been appointed to

succeed Mr. Flynt as assistant director of the Division of Central Services.

► CHARLES C. NEWMAN, of Marshall, Ill., has accepted the superintendency of the Edgar County Community Unit No. 2 at Hume. The Edgar Unit is a new district comprising 3 high schools, 3 town schools, and a number of rural schools.

► C. A. HAINES, of Luton, Iowa, has accepted the superintendency at Cromwell, where he succeeds H. C. Wiseman.

► RALPH E. JOLLIFFE, of New Richmond, Wis., has been appointed head of the department for the reorganization of school districts in Wisconsin.

► J. P. YOUNG, of Carroll, Iowa, has been elected superintendent at Columbus, Neb.

► D. REED McGEE, of North Branch, Mich., has been elected superintendent at Benzonia.

► J. E. DALTON, of Sheldon, Iowa, has been elected superintendent at Coleridge, Neb.

► FRED HOLT, of Boscobel, Wis., has accepted the superintendency at West Bend, where he succeeds M. G. Batho.

► HARRY J. EASTMAN, of Forest City, Iowa, has been elected superintendent at Vinton.

► R. B. CAREY, of Gering, Neb., has accepted the superintendency at Bellevue.

► WAYNE MOORE, of Bloomfield, Ind., has accepted a position as social science teacher at the Tucson Junior High School, Tucson, Ariz.

► CARL A. PARKER has been elected superintendent of schools at Flat River, Mo., to succeed W. A. Deneke.

► LEWIS BEAN, of Pawhuska, Okla., has been elected superintendent at Westville.

► CHARLES HAHN, of Rake, Iowa, has been elected superintendent at Zearing.

► H. DOYLE FRAME, of Emmetsburg, Iowa, has accepted the superintendency at Pierson.

► HOWARD J. SPICKNALL, of Villisca, Iowa, has accepted the superintendency at Bedford.

► W. A. ERBE, of Washington, Iowa, has accepted a position as principal of the high school and dean of the junior college at Fort Dodge.

► W. P. PICKETT, of Vidalia, Ga., has accepted the superintendency at Winder, where he succeeds H. K. Adams.

► SUPT. W. F. JOHNSON, of Spencer, Iowa, has been re-elected for a new three-year term.

► SUPT. HARLAND L. R. PASCHAL, of Fort Madison, Iowa, has been re-elected for a three-year term, with a salary increase of \$1,000.

► Charles B. Park, for the past nine years superintendent of schools of Mt. Pleasant, and associate director of teacher training at Central Michigan College of Education, was recently elected superintendent of schools at Bay City, Mich., on a three-year contract.

Mr. Park was superintendent at Reading, Mich., nine years prior to his nine-year tenure at Mt. Pleasant.

He will start his Bay City position July 1 and will administer fifteen elementary schools, two high schools, and a junior college.

► SUPT. ED WILLIAMS, of Colorado, Tex., has been re-elected for the next year.

► DON FARMER, of Erie, Kans., has been elected superintendent at Florence, to succeed Harold W. Smith.

► H. E. BOLEN, of Meadville, Mo., has accepted the superintendency at Pilot Grove.

► SUPT. DAVE PHILLIPS, of Chandler, Okla., has been re-elected for the next year.

► G. E. WATKINS has been elected superintendent at Paola, Kans.

► DR. AUSTIN COLE, formerly assistant principal in the high school at Richmond, Ind., has been elected principal of the high school at New Albany, Ind. Dr. Cole holds a bachelor's degree from Ball State Teachers College, obtained his master's degree from Peabody College, and his doctorate from Columbia University.

► GLEN STANCLIFF, of Aledo, Ill., has accepted the superintendency at LaHarpe.

► ELMER E. FISCHER, of Wethersfield, Ill., has accepted the superintendency of the Woodhull, Alpha, Rio community system at Alpha.

► EARL H. PLACE, of Reed City, Mich., has been elected superintendent at Tecumseh. He succeeds W. L. Berkhof.

► MELVIN FARLEY has been elected superintendent of schools at Anthon, Iowa, to succeed C. J. Johnston who has accepted a position at Bloomfield.

► JOHN BOTHELL, of Eaton, Colo., has been elected superintendent of schools at Yuma.



Charles B. Park

Teachers' Salaries

EVERETT ADJUSTS ADMINISTRATIVE SALARIES

The Everett, Mass., school board has amended the salary regulations re-establishing the differentials between the salaries of administrative and regular teachers. Under the new policy the maximums of executive teachers are based proportionately on the maximum of classroom teachers, which is now \$3,500. Under the schedule, supervising elementary principals of large buildings and two-building districts will receive \$1,300 more than classroom teachers, or \$4,800. Supervising elementary principals of 9- to 13-room buildings will be paid \$3,500 plus \$800, or \$4,300. Over the \$3,500 classroom teachers' salary, teaching principals in 4- to 8-room buildings will receive \$300; directors in Class A, \$1,300 additional; assistant directors, \$700 additional; directors, Class B, \$400; department heads, \$600; head teachers, \$1,500; special teachers of remedial reading, \$200. The maximum of a supervising elementary principal of a large building, or \$4,800, is the basis for the salaries of high school executives. The maximums of junior high school principals ranges from \$5,200 to \$5,900; for a senior high school principal from \$5,500 to \$6,200; vocational high school principal is paid \$4,800 plus \$1,000 or \$5,800. The schedule which becomes effective September 1, provides increases prorated over a two-year period.

TEACHERS' SALARIES

► Joliet, Ill. The school board has reappointed 200 teachers, with average increases of from \$450 to \$500 for the year 1948. The schedule provides a top salary of \$4,100 for teachers holding a master's degree, and \$3,800 for those having a bachelor's degree.

► Marlboro, Mass. The school board has set a minimum of \$2,000 as the salary for new teachers in the grammar school. The salary for new teachers in the elementary schools is \$1,800.

► Boston, Mass. The school board has adopted the equal pay schedule, giving increases to 2500 women teachers. The increases which total \$1,440,000, are retroactive to January 1, 1948.

► Parsons, Kans. The school board has given \$10 per month increases to all teachers for 1948, which amounts to \$120 per annum for regular teachers, and \$90 per annum for emergency teachers.

► Higginsville, Mo. The school board has voted salary increases of 10 per cent for all teachers.

► Manhattan, Kans. The school board has approved flat \$200 increases for members of the teaching staff. Payment of teachers will be on a 12-month basis in 1948.

► Ansonia, Conn. The school board has adopted a new salary schedule, effective in September, giving both grade and high school teachers their maximum salary within four years. Elementary teachers will receive a minimum of \$2,400 and a maximum of \$3,600. High school teachers will be paid a maximum of \$4,000.

► Junction City, Kans. The school board has given salary increases to teachers and administrative employees, effective in September. The increases amount to \$150 per year for educational employees, with an additional \$50 for those not now at the top of their pay schedules.

► The West Aurora, Ill., school board has revised its salary schedule, which calls for a beginning salary of \$2,500 for college graduates without previous experience. For teachers holding a master's degree the maximum will be \$3,800 for elementary teachers and \$4,200 for high school teachers.

► Murphysboro, Ill. The township high school board has revised its salary schedule, raising the minimum from \$2,100 to \$2,400 for 1948. A \$50 increase is given each year of service up to ten years, and increases are given for work toward advanced degrees. Teachers performing extracurricular duties will receive extra compensation ranging from \$50 to \$150.

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► Bay City, Mich. The school board has approved new salary schedules for teaching and nonteaching employees, with basic increases of from \$100 to \$300 per year. It has also given cost-of-living bonuses of \$10 per month for custodians and clerks, and \$5 per month for teachers.

► Columbus, Ga. The school board has given increases of from \$100 to \$200 to all teachers on the staff. The increases are based on the amount of professional training and the holding of degrees.

► Glastonbury, Conn. The school board has adopted a permanent salary schedule for 1948, giving teachers with a bachelor's degree a minimum of \$2,400 and a maximum of \$4,000 over a 15-year period. The salary range for those holding a master's degree is from \$2,600 to \$4,200. The increases add \$10,660 to the pay-roll cost.

► Fort Madison, Iowa. A teachers' salary schedule has been adopted by the board of education, effective for 1948-49, which provides a beginning salary for holders of the bachelor's degree without experience of \$2,400; for holders of 18 hours' graduate work and no experience, \$2,500; and for master's degree teachers without experience, \$2,600, with a maximum of \$3,600. An additional \$300 is added to each salary on the schedule for married men.

► North Kingston, R. I. The school board has approved salary increases for all reappointed teachers and janitors. Teachers receiving less than \$2,000 a year were given \$100 increases, and those paid over \$2,000 were given \$50 increases. Full-time janitors were given \$100 increases, and part-time janitors in proportion.

► Powers, Mich. The school board has approved a new salary schedule, giving \$350 increases to degree teachers, and \$250 increases to nondegree teachers.

School Board News

NEW SCHOOL BOARD MEMBERS

To be elected a member of the school board means that your neighbors have great confidence in you. So great is their confidence in your honesty, your integrity, and your ability that they have entrusted to you the management and control of their most cherished public institution — their schools. They have consigned to your trusteeship the welfare of their most precious possession — their children. Thus, the community that has elected you has entrusted you with its future welfare.

Great Responsibility

By your acceptance of this responsibility you have indicated an interest in the welfare of the children, of the community as a whole and the state and world at large. You have agreed to give freely of your time and energy, without pay, for the public good.

Most of you have had no specific training for this work. If you are to keep faith with those who elected you and your community you must become a student. You must learn from whatever sources are available how to perform your duties most efficiently. Prejudice and preconceived ideas must be banished, for you must approach all problems with an open mind. If you decide all questions as to "What is best for the children" and "What is best for the community" you will not go far wrong.

As a board member you are a team-worker. The people have given power to the board as a unit and not to its individual members. As an individual you are just a good citizen with no power over the schools.

Technically the school board exists only when it is in session. It can act only at authorized meetings, held according to law, and decisions are made only by voting in such meetings.

The people want the board to be a deliberative body; its decisions to result from conferences, from exchange of ideas. This means that members should face all school problems with an honest desire to arrive at the best possible decision.

It also means that you should not make decisions in advance of meetings. If you do, you are not free to develop your judgment in the light of free discussion of the problem with the other members.

Keep Abreast of Changes

As a member you will have to make many decisions which will challenge your best judgment. So the more you know about schools and the many changes which have taken place in society and in educa-

tion during the past twenty years, the better will be your judgment in making decisions. You will learn what your particular schools are doing, and what they should be doing for the children and the community. Also, you will need to be well aware of what is going on in other schools of the state and nation.

There will be many personal requests coming to you. An excellent answer is, "When that question comes up, I'm sure the board will consider it."

There is no more honorable position in this country than that of school board member. Its responsibilities are great, but they present a challenge sufficient to cause the best citizens to enlist in the service. — *Kentucky School Board Journal*, February, 1948.

SCHOOL BOARD NEWS

► The Minnesota State Board of Education has taken steps to prevent high school students under 16 from enlisting in the national guard or other reserve units of the armed forces. The board has adopted a resolution setting up two steps before an enlistment can be accepted:

1. The student must receive permission from his parents and his school board before enlisting.
2. The guard or other unit seeking the enlistment, must require presentation of a birth certificate by the student.

The action was taken following scores of protests from parents and school authorities that youths under 16 stood guard duty at South St. Paul during the recent packing-house workers' strike.

► McPherson, Kans. The school board and the city commission have co-operated in the formulation of a supervised recreation program for the youth of the city. A recreation commission of five members has been set up, to include two commission members, two board members, and one to be appointed by the other four members. The commission will conduct the program on the basis of the one-mill maximum tax levy approved by the voters last April.

► Ottawa, Kans. The school board has voted to equip the school heating plants for coal before next winter, in order to meet a possible fuel situation. Gas is being used in the elementary schools and in some of the high schools, but if gas is not available, the buildings will convert to coal.

► Brownwood, Tex. The city council and the school board have voted to begin a tax revaluation survey for city and school purposes. An appraisal firm in Dallas has been employed to conduct the survey, at a cost of \$11,500, to be divided between the city and the schools on a basis of 60-40. The firm will set up a new plat system, prepare new maps, and make a lot-by-lot valuation study. Local appraisers will appraise the land values and the appraisal engineers will check their findings.

THE TASK OF THE SCHOOL BOARD

I don't believe that a school superintendent should be compelled to be on the firing line for money to enable him to get an equitable salary. That ought to be our job. — E. E. Sowers, President, Oklahoma State School Board Association.

► Houston, Tex. The school board has ruled that organized fund raising campaigns in the schools will hereafter be limited to the Community Chest, the American Red Cross, and the annual drive for crippled children.

► Tifton, Ga. The school boards of Tifton and Tift County have voted to consolidate the city and county schools. The proposal has the approval of Supt. Hanery Banks Allen.

► Appleton, Wis. The school board has approved increases in the salaries of the clerical staff of the schools. The beginning salary of clerks has been raised from \$100 to \$115 per month, and the maximum from \$170 to \$185 per month.

► Springfield, Mass. The school board has adopted a new policy calling for a consolidation of the athletic funds of the three high schools and the trade school. The board also voted for athletic insurance to cover all students.

► Kansas City, Mo. The mayor's emergency school committee has voted to begin a complete study of all phases of the city school system. The study will be on the plan of the citizens' bond committee campaign and will seek to learn public opinion on the schools, and what may be done to improve them. The committees will be assigned to study past, present, and future school budgets for the purpose of learning how the money is being spent.

► New Ulm, Minn. At the annual school election, the voters approved a proposal for the purchase of a house for the use of the superintendent. The superintendent will pay rent to the school board.

► Athol, Mass. The school board has passed a rule that when the school band plays for outside events the players are to receive a donation of \$50. Requests for the use of the band must be made to the chairman of the school band council.

► Everett, Mass. The school board has employed the engineering firm of Drummond & Company, Boston, to conduct a survey of the plumbing, heating, and ventilating systems in the schools. An appropriation of \$2,000 was made to cover the cost of the survey.

► Houston, Tex. The school board has extended its iron curtain at "personnel" conferences to a lockout of reporters from the board room during these sessions. Three reporters and a radio announcer were recently locked out from the board room.

► Belleville, Ill. The school board has retained Stanley Smith, a manual arts teacher, as maintenance man for an eight weeks' period during the summer months. He will be paid \$400 for his work.

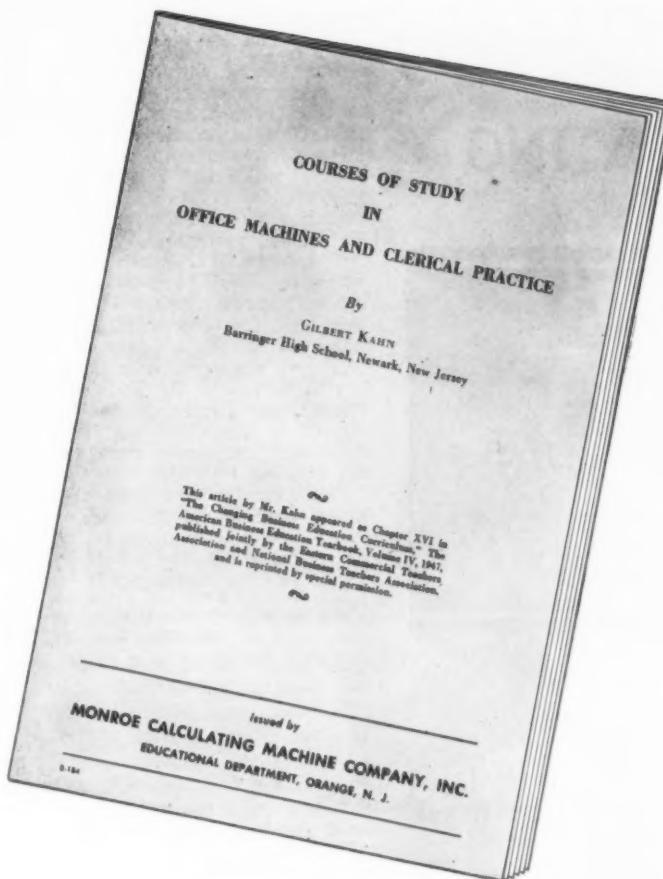
► Cumberland, Wis. The school board and the city are jointly sponsoring a program of supervised recreation for the summer months, a playground supervisor and a lifeguard have been employed.

► Dubuque, Iowa. The school board has voted pay increases for custodial and clerical workers. Twenty-six custodian-janitors have received increases averaging \$340 each, bringing their starting pay to \$2,280 per year and the maximum to \$3,060. Clerical workers were given increases of \$340 to \$360 per year.

► West Allis, Wis. The school board has voted to change to the yearly promotion plan. Beginning next year, no pupils will be admitted to the first grade in February.

NEW CHARTER EFFORTS

The board of education of Minneapolis, Minn., has made a formal request that the Charter Commission and the City Council submit to the people of the city a referendum vote for the acceptance of a new section on education in the city charter. The board is asking for a revision of the tax clauses so that it may obtain sufficient funds to overcome its present tax deficiencies. The lack of funds led during the past winter to a strike of the teachers and was one of the immediate causes for the resignation of Supt. Willard Goslin. The board has refused to endorse a proposal for a graduated income tax as a further source of municipal revenue.



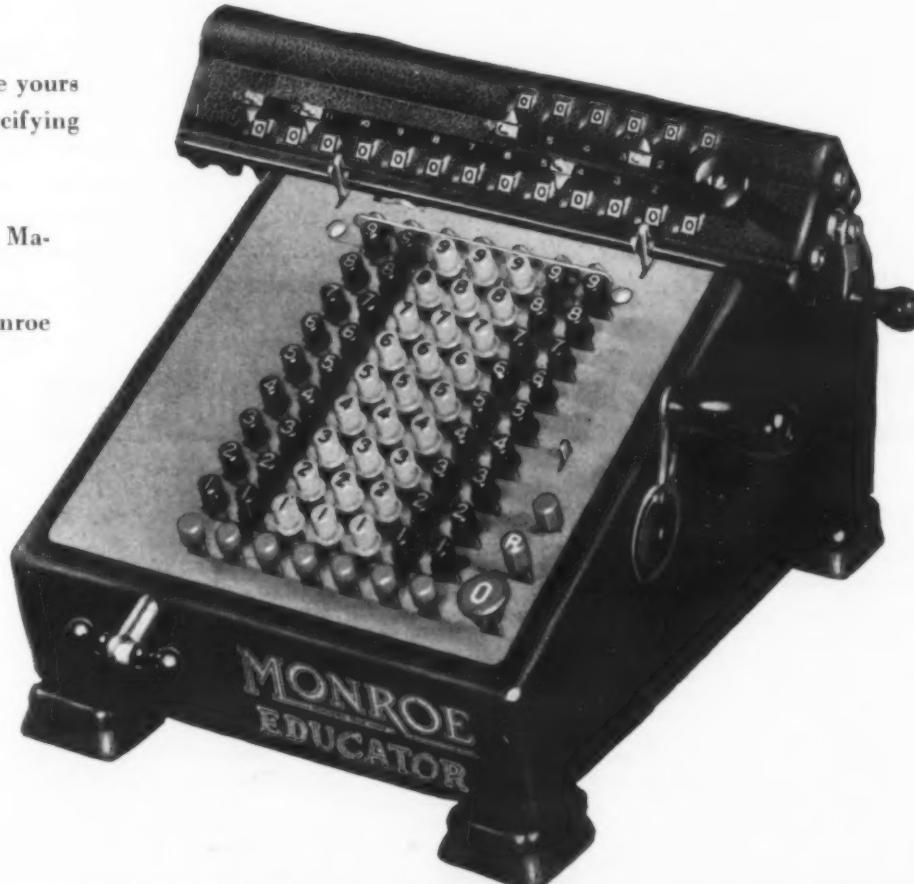
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School Building News

TORRANCE CARRIES SCHOOL-BOND ELECTION

On June 4 the voters of Torrance School District, Torrance, Calif., approved a bond issue of \$1,322,000 to finance an enlargement of the school plant by 44 classrooms and additional facilities.

On the basis of the schedule of payments worked out, the bond issue will cost the taxpayer \$4.60 on an average home or 46 cents per each \$100 of assessed valuation. Industry will pay 85 per cent of Torrance tax bills.

The total program includes 4 classrooms and cafeterias and some high school equipment. The bonds will be paid off over a 14-year period and will cost the average homeowner only \$4.60 the first year and smaller payments after that.

SCHOOL BUILDING RESEARCH PROJECT

A study of the newest requirements and methods of design and construction of school buildings has been announced by the American Institute of Architects, the Producers' Council, the National Organization of Building Products Manufacturers, and the U. S. Office of Education. The research is to be in charge of Walter A. Taylor, director of the Department of Education and Research, A.I.A., Washington 6, D. C.

It is felt that the new methods of education, according to Mr. Taylor, require considerable research in the fields of lighting, acoustics, and ceiling construction. Larger classrooms nearly square in size, seem to be preferable for the activity program, and a study of recently constructed buildings of the newer types seem to be important if the vast school building program which is in the offing is to be carried on effectively for education.

HOLD STATE-WIDE CONFERENCE ON SCHOOL LIGHTING

Five electric power companies and a number of manufacturers of school equipment recently co-operated with Supt. W. L. Miller, in Mansfield, Ohio, in arranging and conducting an Ohio state-wide conference on school lighting. The conference, which was held in the Simpson Junior High School in Mansfield, drew an attendance of about 500 school people, including architects and related professions.

Two rooms in the Simpson Junior High School were repainted, redecorated, furnished, and lighted according to the Harmon technique and were used for observation and study. A notable group of authorities covered practically every phase of visual work in classrooms, including Dr. N. E. Viles of the U. S. Office of Education, Washington; Dr. D. B. Harmon, Austin, Tex.; Dr. E. J. Arnold, of the Ohio Department of Education, Columbus; and James M. Ketch, of the Lighting Institute, Nela Park, Cleveland.

Following the conference the equipment was turned over to the Mansfield school system so that it would be available for observation. These classrooms are the only ones in Ohio using the special Harmon technique.

NEW SCHOOL-BOND ISSUE APPROVED IN WEBSTER GROVES

A \$400,000 school-bond issue was approved by the voters of Webster Groves, Mo., on April 6. The bonds were sold to an investment house, at a net interest rate of 1.78, 2.0 per cent, and 1.75 per cent. The proceeds of the bonds will be used for financing new school construction, including an elementary school, the remodeling of one building, and resurfacing of two school playgrounds.

SCHOOL BUILDING NEWS

► The Jefferson County board of education of Louisville, Ky., has decided to start work next fall on a \$5,000,000 building program. The program calls for four high schools and 15 elementary schools, to be financed by separate bond issues in connection with the letting of each contract. Architect Fred Hartstern has begun plans for the first buildings proposed in the program.

► Rapid City, S. Dak. The voters have approved a school-bond issue of \$900,000 for school construction purposes.

► Boulder, Colo. The voters have approved a \$600,000 bond issue for new school construction.

► Oklahoma City, Okla. The voters have approved a 15-mill operation levy and a 5-mill building levy to produce 3 million dollars for the schools next year. The 5-mill levies and added bond issues will provide some 9 million dollars for buildings now needed. It is estimated the building levy will produce \$727,272. The extra 15 mills will provide \$2,250,000 of the amount needed to operate the schools.

► Tucson, Ariz. A \$3,276,000 bond issue for the Tucson School District No. 1 and High School District No. 1 has been approved by the voters. The money will be used to build new schools, to alter and add to existing buildings, to provide furniture and equipment, and to purchase additional school sites.

► Fort Scott, Kans. The school board has received a report from an insurance representative suggesting that the insurance coverage on school buildings and contents be increased 60 per cent. The suggestion was made because of the advance in property valuations. The total value of school properties was set at \$1,035,000, as compared with \$645,000 in 1943.

► Cape Girardeau, Mo. The school board has ordered a 50 per cent increase in insurance coverage on the school buildings to offset the rising cost of replacement in event of loss by fire. Under the 50 per cent increase, the amount to be written on the buildings will rise to \$1,395,000, and on the contents to \$78,750. The increase in the insurance means that the board will be compelled to pay premiums amounting to \$2,200.

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School Finance and Taxation

► Boston, Mass. The school board in overriding the veto of the mayor, has decided on a school budget of \$22,426,344 for 1948-49. To the taxpayer, the final action means an additional \$2,361,336 will be needed for the support of the city schools in 1948, or an increase of approximately \$1.62 on the city tax rate. The major item of the veto was a \$454,000 fund for salary readjustments to follow an anticipated teacher reclassification. Items included in the budget, over the mayor's objections, were \$5,300 for a building inspector and a construction engineer in the school building department, and \$2,400 and \$4,400 for reclassification salary adjustments of vocational guidance and physical education instructors. Another item of \$8,800 was retained in the budget for administrative personnel reclassification.

► Houston, Tex. The school board has called for a two-cent increase in the school tax rate for 1948, making the rate \$1.27 per each \$100 of assessed valuation. The increase which will produce \$150,000 will be needed to take care of additional expenses in the way of interest on bonds sold in May.

► Beloit, Wis. The school board has approved three budgets for 1948 totaling \$1,388,112 for the operation and maintenance of the city schools. The new budget is an increase of \$190,000 over the amount for 1947.

► Gary, Ind. The school board has decided to put all school employees handling school funds under a blanket bond. Covered by the bond for a total loss of \$10,000 will be the school auditor, the purchasing officer, the stockroom clerks, the cafeteria employees, teachers and clerks handling funds of school organizations and activities. The premium on the bond will amount to \$478 per year.

The board received a report from Supt. Charles D. Lutz, giving some comparative statistics on the outlay for instruction in 1946-47, which showed that Gary's school cost was the lowest of eight large cities in Indiana. Gary's average cost was \$95.43. The highest cost was \$127.70 in East Chicago. Indianapolis and Terre Haute both had a cost of \$108, and South Bend, \$109.97.

► Norwalk, Conn. The school board has approved a budget of \$1,595,846 for the school year 1948-49. Of the total, \$1,265,574 is for salaries of school employees.

► Houston, Tex. The school board has approved a budget of \$13,912,785 for 1948-49.

► The Kansas Association of School Boards has proposed a new school finance plan to replace the present county levy, state aid, and support laws. The plan would require \$22,000,000 to \$24,000,000 to finance. Under the plan, classroom units would be basic in a formula which also takes into account total enrollment and teacher training. County and state funds would be distributed on this classroom unit basis. If the county fund could provide \$3,000 per classroom unit, the state would furnish the difference.

► Cuero, Tex. The school board has voted to adopt the state equalization method for financing the schools. By going under the state aid plan, the school district will receive three benefits. First, teachers will receive full salaries based on experience and training. Second, the schools will be able to add five or six teachers as specialists in the fields of music, physical training, and playground work. Third, the state will balance the budget, paying the difference between the teachers' salaries and the expense of operating the schools. The new program will not increase the local taxes but it will be possible to obtain more money for improvements to the school plant.

► New Orleans, La. The public school lunch department made a profit of more than \$5,000 in March and erased losses which caused a school board investigation early this year, according to

For Every Classroom RICHARDS-WILCOX Receding Door Wardrobes



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to recede into wardrobe leaving entire entryway unobstructed. Position of doors when open prevents contact with blackboards*—no smudging or soiled clothing.

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1880 1948

OVER 68 YEARS

a report on school lunches submitted to the school board. The \$5,329 profit raised the department out of the red and showed an operation profit of some \$400 through March of this year. Mrs. Evelyn Markel, lunchroom director, reported that economies were being effected at the time the investigation was started.

► Almost \$40,000,000 worth of property in Nebraska now is paying nothing toward the support of the schools of the state, according to a survey by the State Department of Public Instruction.

The property is located in 239 school districts which levied no tax during the 1946-47 year. Department spokesmen estimated a return of about \$360,000 if the average 0.06-mill levy had been applied.

Twenty-three of these school districts have had no school in operation and no contracts for in-

struction for five years, the department said, and in 11 districts no tax has been levied for that long. The survey revealed that the enrollment in elementary districts has dropped 47 per cent during the past 25 years, whereas the number of school districts decreased only 2 per cent.

► Santa Fe, N. Mex. Budgets totaling \$1,217,322 have been approved for the Santa Fe city and county schools for the next fiscal year. The city budget totals \$702,535, the county, \$474,787.

► Tucson, Ariz. Tentative budgets totaling \$3,380,737 have been approved for 1948 by the high school and School District No. 1. The budget for the high school totals \$1,063,002, or an increase of \$127,369 over 1947. The budget for the school district shows an increase of \$364,247 in administration and instruction expenses.

► Tulsa, Okla. An estimated budget of \$4,233,-



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198 has been adopted for School District 22 for the year 1948-49. The largest item is \$3,000,000 for teachers' salaries.

► St. Louis, Mo. The finance committee of the school board has prepared a tentative budget of \$20,196,312 for the operation of the schools in 1948. Departments seeking the largest increase were the building department, which asked for \$5,286,615, and the instruction department which requested \$11,969,939. The salary setup calls for an estimated \$465,456, while added teachers will cost \$253,600.

► New York, N. Y. The fuel bills for the city school system have been reduced by \$2,628,676 in a six-year period, despite rising prices and extended use of buildings, as a result of a new fuel-management program. Harold D. Hynds, superintendent of the Bureau of Plant Operation and Maintenance, in his report for the 1946-47 heating season, declared that the program conserved 248,936 tons of coal and 5,598,818 gallons of fuel oil in the six-year period, with a saving of \$2,369,567 for coal and \$259,109 for oil. All but fifty of the city's 750 school buildings are being heated with coal.

Among the measures taken by the Bureau to conserve fuel have been in-service training courses for custodians, checking of temperature-control systems, frequent efficiency tests on boilers, continuous inspection of heating surfaces and others. The schools maintain a temperature of 68 to 70 degrees in classrooms, offices, and auditoriums, and 65 degrees in gymnasiums, shops, corridors, and staircases.

► New Haven, Conn. The school board has asked for \$16,410,000 for the period from 1949 to 1954 in order to carry out construction and renovation plans, acquire sites, and build new high schools. Plans are being made for eight new elementary schools and a new junior high school.

► President Truman, speaking to boy students at Girard College in Philadelphia, May 20, 1948, said that the financial situation of the public school system is disgraceful and that they were

lucky to be receiving more individual attention than the average American student. In the present day, he said, the public schools are so overcrowded that there are instances where the teachers are not able to call their pupils by name because they have so many and they don't have a chance to learn who they are. The President said the world is living in the greatest age in history—an age of opportunity. He urged the boys to just carry on with the opportunity around them.

► Austin, Tex. The school board has earmarked another \$610,000 of its building fund for renovations and additions to six elementary schools. The action brought construction expenditures for 1948 to \$2,205,000. It is estimated that by 1950 about \$5,000,000 of the \$7,140,000 bond money allocated to the ten-year building program will have been expended. The four remaining years will leave only \$500,000 a year available for new construction. Based on 1946 costs, the board anticipates that it will be short more than \$1,300,000 in funds to complete the construction program.

► The school board of Little Rock, Ark., has sold \$1,000,000 worth of school bonds to two banks and an investment company. The bonds were voted by the citizens for the construction of new school projects.

► Fargo, N. Dak. The voters have approved a school-bond issue of \$2,000,000.

► Fort Madison, Iowa. The board of education has purchased additional ground adjoining the present athletic field for additional community recreational facilities and for a future high school site. The board has employed the architectural firm of Keffler & Jones, Des Moines, to prepare plans and specifications for two additions to elementary schools, to be completed in August, 1949.

► Bartlesville, Okla. The school board has sold \$425,000 worth of school bonds to a Kansas City bank. The bonds bear interest at the rate of 2.126 per cent and will be retired over a period of

twenty years. The bonds were voted recently for a city-wide school building program.

► Albion, Neb. The school board has voted to erect a new high school building to house a cafeteria, an auditorium, and gymnasium facilities, and to cost \$361,000. A special election has been called to vote on the bonds.

School Law

School Lands and Funds

The Oklahoma State Supreme Court has the duty to maintain the state's policy of segregating white and Negro races for the purpose of education so long as it does not come in conflict with the federal constitution. *Sipuel v. Board of Regents of University of Okla.*, 190 Pacific reporter 2d 437, Okla.

School District Government

The courts may not intervene to control matters in discretion of administrative bodies, such as school boards, in the absence of a showing of an abuse of discretion.—*White v. Jenkins*, 209 Southwestern reporter 2d 457, Ark.

School District Claims

In an action against a school district and a playground supervisor for injuries sustained when a child was struck by a truck on the school grounds, the instruction that the school district was not liable for any negligence of the supervisor, if the supervisor was working only for the city in playground and recreation department, was not an error as unduly limiting the school district's responsibility for the supervisor's negligence, where the evidence did not disclose that the supervisor acted under orders of the school district or was an agent, servant, or employee of the district.—*Smith v. Harger*, 191 Pacific reporter 2d 25, Calif. App.





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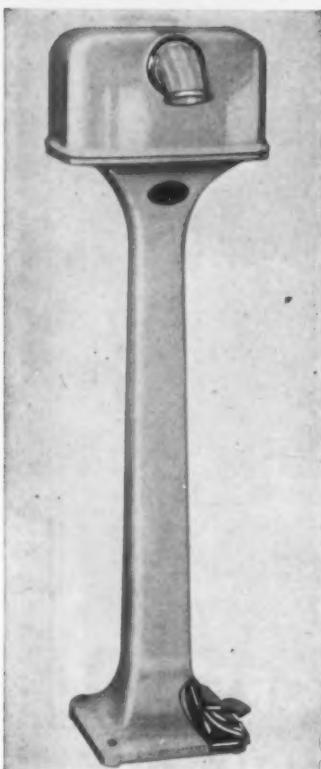
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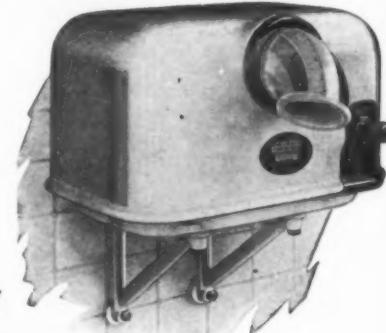
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NEW YORK CITY SCHOOLS TO GAIN 215,000 BY 1961

The upsurge in the number of births in New York City between 1941 and 1947—an increase of 242,000 as compared with any corresponding seven-year period in recent years—is sending a tremendous wave of additional enrollment through the schools. This wave which has already started in the primary grades, is expected to sweep into the third to the sixth grades within a few years, and by 1961 and 1962 will swamp the facilities of the junior and senior high schools. Eventually it will pour into the city schools an aggregate of 215,000 additional pupils—25 per cent above the present register, which will bring up the problem of school construction and the need for 90 new schools in the elementary division.

The picture of the effects of population growth upon the city school system was presented to the school board by Supt. William Jansen and Associate Supt. George F. Pigott, Jr., chief of the Division of Housing. Supt. Jansen estimated that there would be a need for about 6000 additional classes in the elementary schools alone. In time some 1600 more teachers will be needed in the junior high division and 1040 in the kindergarten, making an aggregate gain of more than 9000 teachers in the entire system.

FINDINGS OF THE NATIONAL TEACHING FILMS SURVEY

Lack of sufficient suitable films is today one of the biggest single obstacles in the path of school use of motion pictures. This is one conclusion in a "report to educators" on a three-year Teaching Films Survey. The study also reviews the experience of the publisher group in producing three experimental teaching films with the cooperation of the Motion Picture Producers Association.

Following are some of the "key conclusions" of the report:

1. The market for films designed solely for school use is today only a rather small market. It is concentrated in large cities and a small number of film-lending libraries.

2. It will probably double in size in the early 1950's but the increase will come mainly in elementary schools.

3. Much of the present lack of good films can be met by a continuing output of "by-product" films and subsidized films.

4. The estimated average expenditure in a large city school system for audio-visual education will be \$18,000 in 1948-49.

5. Large cities spend an average of \$117 per projector per year for the purchase of films. Small communities rely mainly on rental libraries.

Lack of usefulness for teaching is the main criticism leveled at school films by teachers. Some films were found to cover too much ground, to be tiresome, and to lack significance.

PHILADELPHIA SOLVES BUILDING PROBLEMS

Plans which will slash \$67,000 from the cost of the proposed Rhawnhurst elementary school have been approved by the Philadelphia board of education. At the meeting several board members referred to bids submitted as "excessive and outrageous." The contract was finally awarded to McCloskey & Co. with the understanding that all unnecessary expenditures be eliminated. The building may be ready by September, 1949.

The board also voted to discontinue the city's 12 child welfare centers. Last year when the board took the same action city council voted to provide additional funds.

Priority will be given a new senior-junior high school in Mayfair despite some public agitation in South Philadelphia for a replacement for the two schools there. This was disclosed with the advertising of bids for the Mayfair building, which is planned as a \$5,000,000 project, and as the largest single public school plant in the city. The site is a 46-acre plot and construction may take two or more years.

The board was also informed that the day two new elementary schools in the northeast section open they will be overcrowded. This is anticipated by school authorities, who say that school accommodations are so far behind the building and population increase that the board is still seeking sites for other schools in the same area.

The elementary school now under construction at Tyson and Horrocks streets has been under way for more than two years. This school and another on Castor Avenue, which may be ready by early fall, will be immediately filled to capacity the day the doors are thrown open. On top of this, part-time sessions may still have to be continued in the older schools—Carnell and Allan.

Add B. Anderson, board business manager and secretary, said that sites are needed for at least two more elementary schools for the area.

SCHOOL LUNCH PROGRAM

The school lunch program for 1948-49 has been assured. On the date of going to press, the Senate-House conferees agreed on a \$75,000,000 appropriation, an increase of \$10,000,000 over the original House bill.

MR. BRUNER GOES TO MINNEAPOLIS, MINN.

H. B. Bruner, of Oklahoma City, Okla., has been elected superintendent of schools at Minneapolis, Minn., to succeed Willard Goslin, and has accepted. A graduate of Teachers College, Columbia University, he holds an A.B. degree from Central College, Missouri, and an A.M. degree from Missouri University, and was given a Ph.D. degree by Columbia University in 1925. He was an instructor in Missouri schools for several years and was superintendent at Lathrop, Mo. in 1916-1917; acting professor of education in Arkansas; superintendent at Okmulgee, Okla. 1918-1924; and associate research director at Teachers College, 1924-1925. He served as a member of the state committee on penal schools in New York, and is an active member of the N.E.A., and the American Association of School Administrators.



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Publications for School Business Executives

Status of School Housing in 220 School Systems, 1947-48

Paper, 47 pp., 50 cents. Research Division, National Education Association, Washington 6, D. C.

A study of schoolhousing in 220 systems in cities over 30,000 population, taking up age of school buildings, overcrowded conditions in 125 school systems, number of pupils housed in portable, rented, or obsolete buildings, median cost per cubic foot and per square foot of school buildings of various types of construction; and new buildings, additions, and alterations needed in 191 school systems. The report shows that 144,476 pupils are housed in temporary space; of these 61.7 per cent are in portable buildings, 4.0 per cent in rented space, and 34.3 per cent in obsolete buildings. Of the 220 cities reporting, 54 reported some half-day sessions, largely in the lower grades; grade 1 pupils attend half-day sessions in 41 cities; grade 2 in 31 cities; and grade 3 in 23 cities. At least 193 of the 220 school systems reported the need of new buildings, additions, or alterations which have not been completed or contracted for. The data show that in 191 cities 635 elementary schools, 121 junior high schools, and 128 senior high schools are still needed. A total of 933 buildings should have additions and 1230 are in need of alterations. The table of buildings under contract indicates a confusing range of pre-cubic-foot costs, ranging from \$2.08 in West Allis, Wis., to \$8 cents in Los Angeles — both undoubtedly special situations.

Our School Buses

Compiled by Robert W. Eaves. Paper, 12 pp., 15 cents. National Education Association, 1201 Sixteenth St., N.W., Washington 6, D. C.

This pamphlet, developed by the National Commission on Safety of the N.E.A., is designed to encourage activities for safe, efficient, and economical school bus transportation. It includes the statistics on national and state mileage, costs, number of buses, riders, and schools served. Some general suggestions are given on the selection and training of drivers and bus construction and maintenance.

The Interrelation of School and Large Scale Housing

By Mortimer Cassileth and David Goldwasser. Paper, 3 pp., 39 plates. Division of Housing and Business Administration, board of education of New York, Brooklyn 2, N. Y.

New York City has been, and is at present, the scene of large scale housing enterprises. These bring into a neighborhood hundreds, and even several thousands, of families and cause considerable difficulty in schoolhousing problems which the school board must solve with extremely rapid dispatch. Each type of housing project, ranging from multi-storied apartment buildings to one and two-family houses and even temporary buildings, involves a different type of problem. Some are in old slum areas where old schoolhouses must be replaced; others are in partially built-up sections where there are comparatively new schools with vacant classrooms; still others are in entirely new subdivisions where the school plant must consist wholly of new structures. For all these projects in the five boroughs of the city the Division of Housing and Business Administration, under the direction of Dr. N. L. Engelhardt, has undertaken extensive neighborhood surveys so as to make the greatest possible use of existing school buildings and to limit the new construction to actual needs. The purpose has been to study all aspects of the current situation in school population and to plan for the ultimate permanent situation.

The present booklet shows, by means of maps and statistical tabulations, how 40 odd distinct situations, for as many projects, have been worked out. It is interesting to note that in spite of the vast size of the total undertaking, the new buildings planned, the expansion of buildings, and the remodeling of old structures have been worked out for complete educational service of both children and the adult community and for complete economy.

A Calendar of College Activities, 1948-49

Compiled by John H. McCoy. Paper, 49 pp., \$2. Occidental College, Los Angeles 41, Calif.

This revision of a book issued in 1947, has been completely rewritten and enlarged to include a special section on alumni and fund raising work. The book contains day-by-day suggestions for a well-balanced public relations program, together with a complete bibliography containing books and pamphlets on administration, public relations work, and other subjects.

Principals of high schools particularly will find the outline useful; many of the ideas suggested for colleges are equally adaptable to high schools.

Tax Institute Book Shelf

Published by the Tax Institute, 150 Nassau St., New York 7, N. Y.

This bibliography includes a directory of tax services, a list of public finance periodicals, and a carefully classified list of tax and technical magazine articles which have appeared from December, 1947, to March, 1948, inclusive.

Income of the Nonfarm Population, 1948

Compiled by the Bureau of the Census. Paper, 25 pp. Series P-60, No. 3, June 3, 1948, of the Bureau of the Census, U. S. Department of Commerce, Washington 25, D. C.

This report shows the average (median) earnings of men in civilian employment, residing in nonfarm areas in 1946, as compared with women. The data relate to size of place, type of family and age of head, number of children under 18, occupation of civilian earner, income and rent, total money income, age of wage-earner, and years of school completed.

A Guide for Charter Commissions

Compiled by Dr. William Anderson. Paper, 36 pp. Published by the National Municipal League, 299 Broadway, New York 7, N. Y.

A guide intended to indicate what a good city charter should contain. It includes considerable accumulated experience on how to proceed in order to achieve sound decisions on vital matters of government, popular control, objectives, and scope of charter.

A Guide to Community Organization for Fire Safety

Paper, 12 pp. The President's Conference on Fire Prevention, Federal Works Building, Washington 25, D. C.

Suggests a program of co-operative action in which schools are to play a part.

Internal Migration in the United States:

April, 1940 to 1947

Compiled by J. C. Capt, director of the Bureau of the Census. Paper, 29 pp. Bulletin No. 14-Ser. P-20, April 15, 1948. Superintendent of Documents, Government Printing Office, Washington 25, D. C.

This report which presents detailed migration data for the civilian population of the United States, shows that 70 million persons in April, 1947, were not living in the same house in which they had lived April 1, 1940.

School Business Administration

A POWER COMPANY CO-OPERATES WITH SCHOOLS

Believing that school children and their teachers are entitled to good seeing conditions, the Kansas Gas & Electric Company, with headquarters in Wichita, drastically reduced the school lighting rates in 1945 so that schools could add more lighting units or replace outmoded equipment without increasing the cost of electric service. The company realized that such a reduction probably would hold its total revenue from school lighting at about the same level as formerly. An increased amount of electricity could be delivered with a wealth of additional light at no increase in the monthly bills if the school boards could finance improved lighting equipment.

Statutory limitations in most of the towns in the K. G. & E. territory made it impossible for many of the school systems to improve lighting by adding more lights and buying more current to operate them. Yet with the inducement of lower rates school people might be encouraged to find ways and means to finance the new equipment necessary to better lighting. And that is just about the way it is working out.

Facts Given School Boards

When the reduced rate was approved by the State Corporation Commission, K. G. & E. trained its engineers to present facts about seeing to school people throughout its territory, which extends roughly from Arkansas City on the south to Newton on the north and from Kingman on the west to Pittsburg on the east, an area of about 6000 square miles in southeastern Kansas. The company serves about one hundred cities and towns within these limits. To benefit from

the new rate, Pittsburg, Kans., has passed a bond issue which has made it possible to raise lighting levels from as low as one foot-candle to a minimum of 30 foot-candles of glareless light throughout its schools, and is using 70 per cent more current than formerly but at no increase in cost because of the lowered rate.

Throughout the territory the company's lighting engineers have been carrying on an educational campaign to demonstrate basic facts about better seeing and to dramatize what they actually find in local schools by surveys of the lighting conditions.

The film "Light Is What You Make It" sets the stage. A typical presentation opens with facts about the new rates which are much lower than normal commercial rates for comparable purposes. Comparisons show the amount the board had been spending for electric current under the old rates and demonstrate that much wattage can be "liberated" by the new rate to improve seeing conditions as school boards can find means to install improved equipment. The company engineer shows that on a specific day in a specific room in a specific school a survey revealed lighting conditions as too low, the light coming frequently from a dangling glaring bulb or bulbs. Then by rheostatic control the lights in the room where the meeting is held are dimmed to the same level as found in the schoolroom and the board gets firsthand knowledge about the difficulty of studying under such bad conditions.

Surveys Offered

The company representatives offer a complete survey of the school system to determine what is needed. They will prepare an estimate of costs as well, and they make the practical suggestion that if the budget will not permit complete relighting the school officials may at least improve the rooms where conditions are worse and then

make gradual improvement in other rooms as budgetary funds become available.

A school board, realizing that K. G. & E. has in substance made a "gift" of perhaps a hundred thousand kilowatts (because of the lower rates) is inspired to take advantage of such opportunity. A survey is now in progress in Wichita to determine the cost of completely relighting the 700 classrooms of the city's school system. Several lighting installations have already been made for the purpose of selecting desirable fixtures for ultimate installation. Showing that the smaller towns are also interested, Maize, Kans., passed a bond issue of \$5,000 by a vote of 65 to 10, to allow complete relighting and rewiring of the 11-room school building. This was completed in March, 1948. Cheney, Kans., also voted a bond issue for relighting the high school building and the work has been completed.

These with other reports of advancement toward better seeing indicate that the reduction of rates by K. G. & E. and the promotion of better lighting will eventually be a true "public service" for the benefit of physical and mental development of school children throughout the K. G. & E. territory.

PURCHASING AGENTS TO BE STUDIED

A national survey of the responsibilities and salaries of public purchasing agents has been announced by the National Institute of Governmental Purchasing. The work will be carried on, according to an announcement of President W. Z. Betts, by a committee which is to report to the National Conference of NIGP in New York City, in October.

David Joseph, of New York City, is the director of the survey and more than 1200 public purchasing agents for states, municipalities, and school districts will be approached with a comprehensive questionnaire. The study, it is expected, will reveal facts of great importance to purchasing agents themselves and to the governmental units which they serve.

SCHOOL BUILDING CONSTRUCTION

School building contracts were let in 11 states west of the Rocky Mountains during the month of May, 1948, for 9 school buildings, to cost \$2,075,924. An additional project in early stages of development was reported, with an estimated cost of \$259,491.

SCHOOL-BOND SALES

During the month of May, 1948, school bonds were sold in the amount of \$52,779,039. Sales in California amounted to \$12,230,300; in New Jersey, to \$2,651,000; in North Carolina, to \$4,162,000; in Ohio, to \$3,558,000; and in Texas, to \$14,490,000. During the same period short-term notes and refunding bonds were sold, in the amount of \$994,000.

SCHOOL SUPPORT

Dr. A. J. Stoddard, superintendent of Philadelphia's public schools, has expressed approval of what he termed President Truman's dramatization of the "disgraceful financial support" of public schools.

Commenting on an address made by President Truman at the centenary celebration at Girard College in Philadelphia, Dr. Stoddard said:

"The President was speaking of disgraceful financial support of the schools rather than of the schools themselves. He was referring to public schools generally, including certain sections of the country where low financial support with its disgraceful consequences is a matter of national concern."

"If we in Philadelphia were to spend as much per pupil in the public schools here as is the case in New York City, our budget would need to be increased \$16,500,000. As compared with Chicago the increase needed would be \$8,800,000. (The recent total budget adopted by the board of education in Philadelphia was \$45,000,000.)"



The Assembly Hall tested about 40 foot-candles at the desks farthest from the windows.

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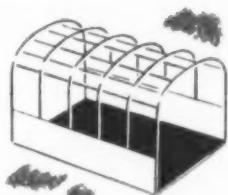
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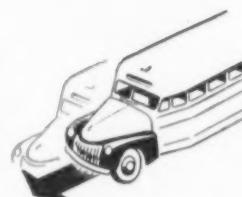
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**THE SCHOOL'S OPPORTUNITY IN
STRENGTHENING FAMILY LIFE**

(Concluded from page 44)

Other Recommendations

In material prepared for the National Conference on Family Life and at the Washington meeting many additional suggestions were made concerning ways in which the nation's schools can contribute to family welfare and democratic living. These include: providing adequate vocational guidance and personal counseling programs—especially for teenagers; enrolling an equal number of boys and girls in homemaking classes; planning school buildings for greater community use; sponsoring family recreation projects ranging

from occasional "family nights" at the local school to highly organized programs of family group activities; furnishing a home visiting recreation consultant—similar to the visiting teacher—to help parents introduce more recreational activities in family life.

WHAT SCHOOL BOARDS ARE DOING

The school board of Grand Rapids, Mich., has decided to limit the number of civic and philanthropic causes in which the schools shall be allowed to co-operate. The number of projects in which children are asked to participate has interfered with the work of the schools.

The school board of Houston, Tex., has decreed that, whenever members of the school personnel are under discussion the newspaper reporter shall be excluded from the meeting. Recent

experiences have caused the board members to decide that unwise publicity may prove harmful to persons under discussion.

The school committee of Worcester, Mass., has agreed upon a new rule whereby school principals employed in the future must hold a college degree. The rule will not apply to those principals now employed in the schools.

A motion introduced in the school board at Lowell, Mass., to give three teachers, widows, first chance at appointment has been defeated. The names of the teachers were placed at the bottom of the list of applicants.

The school committee of Newport, R. I., has changed its rule governing entrance to the first grade from five years and five months to six years. The age for the kindergarten was changed from four years and three months to five years.

The school board at Tyrone, N. Mex., has obtained a room in the county jail to accommodate a class of twenty students and a teacher.

The school board at Austin, Tex., has appointed a citizens' advisory committee to aid in solving problems connected with adequate school support.

The school board of Houston, Tex., has been informed that the local teachers' organization prefers a cut in federal income taxes rather than federal aid.

► Fort Madison, Iowa. The school board has employed an architect to prepare plans and specifications for two grade school expansions. The board has purchased a site for future buildings.

► Everett, Mass. The school board has discussed plans for a proposed school building repair program, to cost approximately \$289,000.

► North Adams, Mass. The school board has voted to ask the city council for \$285,000 to build an eight-room school in the Blackinton section. Arthur E. Eldridge is the architect in charge of preliminary plans.

► Fitchburg, Mass. Under a new plan approved by the school board, the high school will revert to a three-year senior high school.

► Cambridge, Mass. The school board has established a new Bureau of Child Services in the school department, to include special education, measurement and research, and educational and vocational guidance. Ruth F. Boland has been named as director.

► Elk Horn, Iowa. The voters have approved a \$9,500 bond issue to build a home for the superintendent. A previous bond issue proposal was defeated by the voters.

► University City, Mo. The school board is co-operating with the parent-teacher associations and adult advisory recreation committees in the operation of a summer recreation program. The program which started June 4, includes activities such as organized games, athletic events, handicrafts, individual activities, archery, tennis, swimming, and nature activities. Nine recreation centers are in operation, directed by well-trained recreation supervisors.

► Berwyn, Ill. The school board has let the contract for the installation of new lighting systems in additional rooms at six elementary schools. The wiring will cost \$1,073 and the fixtures an additional \$2,200.

► Cape Girardeau, Mo. The building committee has presented to the school board an outline of an extensive summer maintenance program, to include not only the usual routine projects, but a number of special projects as well. The work will include installation of new clock systems, painting and refinishing of floors, checking and repair of boilers, and plumbing, installation of new lighting systems, and new lighting systems for the school playgrounds.

► Little Rock, Ark. Plans have been completed for a school building program, to be financed by a \$400,000 bond issue.

► Thayer, Kans. The voters have approved a bond issue of \$150,000 for a new school building. T. W. Williamson, Topeka, is the architect.

► Enid, Okla. The school board has received bids for the southwest wing for the high school, to be financed with a bond issue of \$565,000.

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J. E. Pease¹

In hearts too young for enmity
 There lies the way to make men free.
 When Children's friendships are world-wide.
 New ages will be glorified.
 Let child love child, and wars will cease;
 Disarm the heart—for that is peace.

—Ethel Blair Jordan

You remember the "Bundles for Britain" program, and other such movements that were started during the war? That gave Florence Milner, a teacher in the Ogden Avenue School in La Grange, Ill., the idea of fostering the plan through personal correspondence of children. She had friends and relatives in England, and it was her plan to have the food and clothing which was collected by the children in her class sent directly to needy families adopted by the group. Each time letters and gifts were sent, the children in England were asked to give names of other children and families needing help, and so the list continued to grow and the children in La Grange developed acquaintances with children in England through this exchange of correspondence. The plan grew as contacts were established in other countries through the American Women's Volunteer Service Organization and the Junior Red Cross.

In the spring of 1947 we heard about the very interesting project in Flossmoor, Ill., called "Ambassadors of Friendship." A program similar to Mrs. Milner's was being carried on, but on a larger scale when the PTA and the community helped by sending food and clothing as well as letters to families in 19 countries across the sea. Mrs. Hayden B. Wingate, who was instrumental in starting the Flossmoor program, was invited to speak before the teachers in La Grange to explain the "Ambassadors of Friendship" plan.

The quotation used in the beginning of this article really tells the story of the Flossmoor and the La Grange plans, for who are the Ambassadors? "Not shrewd diplomats these—but boys and girls. In their portfolios—not sheafs of trade agreements and treaties and treatises—but cartons of outgrown underwear, pants and dresses, and dried beans, chocolate bars, prunes, soap, and thread. These 'statesmen' offered 'freedoms' that children could understand. Perhaps you would like to know about some children in Greece.

"Helen and Dimitrios and George shivered in their home in Athens, Greece. They were hungry and ragged. Their mother watched them with despair in her eyes. Each day brought more heartache. Then came one day that was different! That was the day the mailman called, 'You have a package from America!'

"A package from America! A package from people they never heard of—'Ambassadors of Friendship, Flossmoor, Ill.' But, wait, there was a letter in English, which, when translated into Greek, explained:

"This box comes to you from the pupils of the Flossmoor public school. You are one of the families in 19 countries around the world to whom we are writing and sending packages of food and clothing."

"Back to Flossmoor went a letter from the mother: 'We were astonished to be helped from somebody we did not know. The boys were so happy they were jumping up and



Helen



Dimitrios

down and did not know what to wear first. I cannot describe their enthusiasm, for there are not enough words for it. I told them, 'You see, God never forsakes us.'

"And Helen added: 'The dresses are wonderful and beautiful. My joy is beyond description. I thank God who found you and helped us so much.'

The experiences which the children are having in connection with the exchange of gifts and letters is, of course, the important thing. The children in the schools write about their activities, lessons, the school building, the games they play, and through their correspondence they learn about the schools, lessons, games, and activities in other countries. Some of the children have exchanged art work, Christmas cards, and photographs of themselves, their class groups, and buildings.

Peace would become a reality, and world good will could be developed if there were more expressions of the kind which follows:

Dear Little American Comrades:

I thank you very much for what you sent us. I have the pretty cloak trimmed in fur, and I shall be very warm. You are very kind and in the French schools you are well loved.

My thanks to the little girl who gave the cloak. My best friendship to all your school.

Janine Etain

Every classroom in America could become

¹Ambassadors of Friendship, Flossmoor, Ill.

the headquarters of a chapter of the "Ambassadors of Friendship" if it would seek the names of families in foreign lands and send food, clothing, and other needed supplies. Classroom activities such as language, writing, art, music, and social studies become meaningful when children serve as "Ambassadors."

SCHOOL BUILDING NEWS

► Washington, D. C. A complete survey of the District school plant to determine school building needs has been requested by Senator Henry C. Dworshak and Representative George J. Bates. The two congressmen will ask for money in the 1949 district budget for a study to be undertaken by outside independent experts. Estimates of building needs range from a construction program costing \$44,418,790 to \$10,418,790, suggested by the committee on finance. The executive committee of the board has prepared a report recommending an expenditure of \$12,559,440.

► Fort Worth, Tex. The school board has refused action on a plea to limit school construction work to local firms, in connection with its \$8,000,000 building program. The board will abide by its present practice of awarding contracts to the lowest bidder, but local labor will be used as far as possible.

► Independence, Iowa. The voters have approved a school-bond issue of \$116,000 for new school construction. The money will be added to the \$195,000 which the voters approved two years ago.

► Owosso, Mich. The school board has employed the architectural firm of Warren and Holmes, Lansing, to prepare plans for expansion of the New Washington School, at a cost of \$447,300.

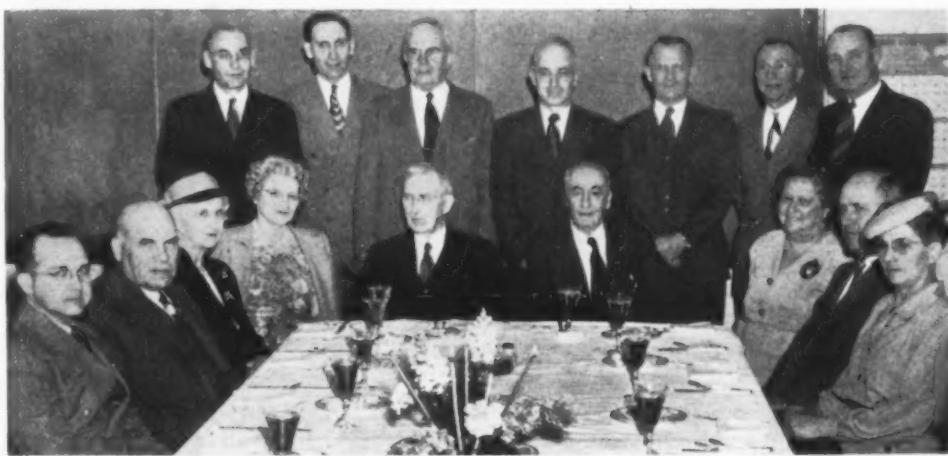
► The state board of education of Texas has purchased a \$500,000 school-bond issue from the Brooks County School District near Falfurrias. The bonds were recently reapproved by the voters of the district.

► Meridian, Tex. A school-bond issue of \$100,000 has been approved by the voters for a new elementary school.

► Longview, Tex. The contract has been let for the construction of a school gymnasium, to cost \$260,000.

► Odessa, Tex. The school board has awarded the contract for the new football stadium, to cost \$570,000.

► Forsyth, Mont. The voters have approved a school-bond issue of \$204,000 for a high school and gymnasium.



Present and past members of the Board of Education, Greeley, Colorado, meet annually at dinner to discuss school situations and to recall "old times." The 1948 meeting of the group included (standing, left to right): Oliver Troxel and Walter L. Bain, present members; Hugh Wheeler; John Allnutt, president; Glenn Wilson, superintendent; Harry Hibbs; Floyd E. Wilson. Seated, left to right: Ray Kiley, present member; Hubert D. Waldo, Jr.; Mrs. Harry W. Farr; Alice Fagerberg, secretary; James E. Snook; Charles N. Jackson, treasurer of district for 52 years; Miss Julia Woland, teacher in charge of dinner; Albert Keys; Mrs. Carl D. McKinley, board member. Fred Allnutt, Mrs. Henrietta Dille, and Mrs. John A. Weaver, Sr., three former members were unable to attend. — Photo by Skeets Calvin.

¹Superintendent of Schools, La Grange, Ill.

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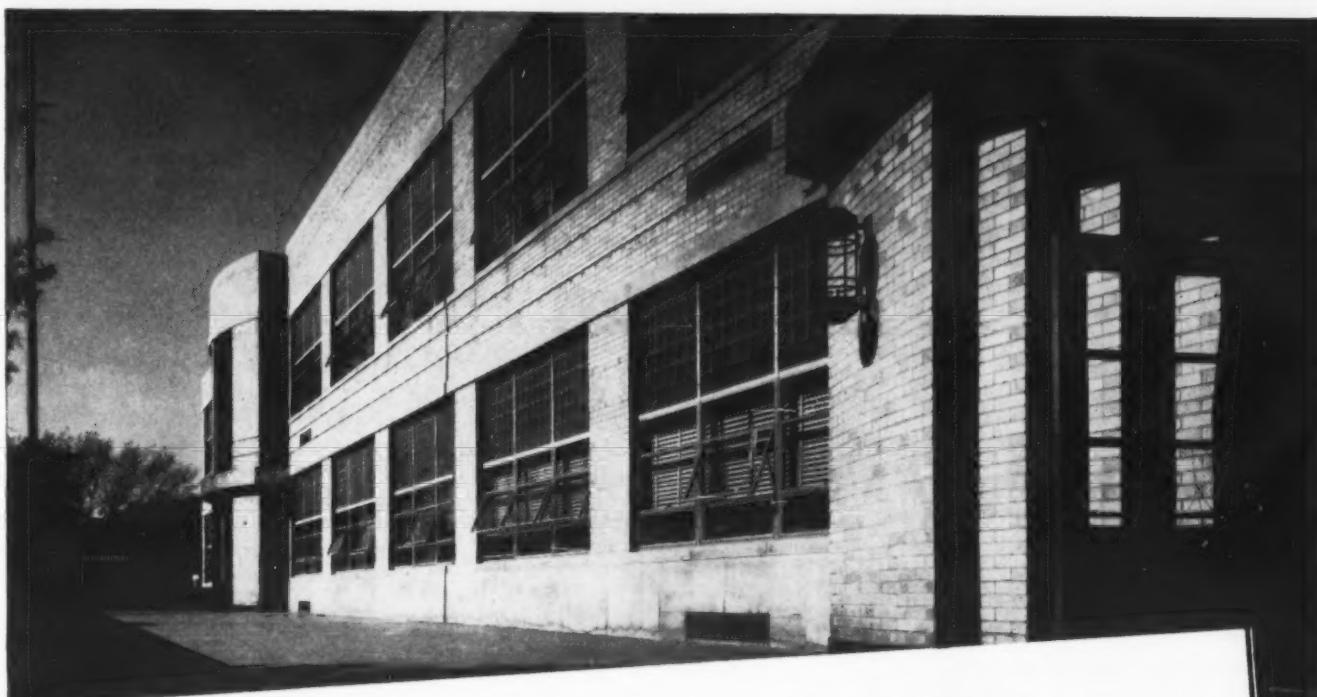
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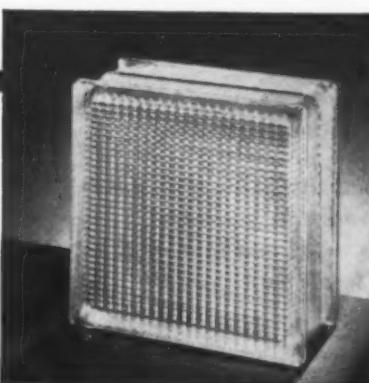


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THE SOUTH DAKOTA COMMITTEE FOR EDUCATION

(Concluded from page 14)

nent policy of state aid, raising the levels of teacher certification, a county assessor plan to move toward equality in tax assessments, and other items of vital interest to school progress. The factual study given to educational matters by the Committee will assure careful consideration of all needs. This method of approach between the public and the legislature is sound and effective.

THE ARGUMENT FOR CENTRALIZED HIGH SCHOOLS

(Concluded from page 28)

10. An assembly space could be provided in which at least 1800 persons could be seated for auditorium programs of school and sectional interest.

11. Better educational programs could be offered from outside our local sphere.

A six-year secondary school bridges the gap between the elementary procedure in the traditional seventh and eighth grades and the first year of high school.

An analysis of the conditions in the existing schools of some of these communities shows that they are seriously overcrowded at present. A six-year union high school would relieve this overcrowded situation permanently. Present housing is adequate for grades one through six and for any normal increases in enrollments in the future. It is far more economical for each town to participate in the construction, maintenance, or support of a regional high school than it is to construct and maintain an individual modern high school of its own. A definite improvement to the area served by the regional high school would be felt throughout the years ahead by the pupils and by all the citizens.

MANAGEMENT OF A HIGH SCHOOL CAFETERIA

(Concluded from page 35)

High School cafeteria will find an additional precaution taken for his health and safety. He will note that the employees are healthy, clean, and their uniforms immaculate. Every employee from the manager down has had a physical examination consisting of tests of blood, urine, feces, sputum, throat-culture, and a complete immunization. Hair nets are a "must." An employee having any skin infection is sent to the medical office at once. Should an employee have a body odor he is told about it, and it has always been corrected. Dirt under fingernails is watched and very seldom is it necessary to mention it. It's a fact, the stricter the health rules, the better the employee likes it. He realizes it's safe to work in such a cafeteria.

In our cafeteria, toilet facilities for the employees are adequately screened, lighted, and ventilated, and are spotless. A sign is posted reading "Please wash your hands before leaving the room." Soap and paper towels are readily accessible.

The writer is convinced that insufficient attention is given by school cafeteria managers to the dangers of disease, particularly to tuberculosis, syphilis in its infectious stages, colds, and all germ diseases. The manager who insists upon good health and good hygienic habits on the part of all employees will always find the local board of health more than co-operative; the officers will go out of their way to assist the manager. The school doctor

will be more than happy to advise, and he should be consulted. He is more anxious than any other school officer to control diseases.

There are many more do's and don'ts to be observed in the health operation of the cafeteria. They are fully worth while for the manager who understands that the cafeteria is contributing to the maintenance and improvement of the American way.

ELEMENTARY SCHOOL BUILDING PROBLEMS IN THE CHICAGO METROPOLITAN AREA

(Concluded from page 36)

Obviously a concerted effort will have to be made by school administrators and boards of education in the Chicago area to expand and to improve their elementary school plants in the next few years. It is doubtful whether the plans which have been forecast to this point will be sufficient to meet all of the needs and shortcomings which are recognized, but the beginnings of real progress toward modern, adequate elementary accommodations are underway.

SCHOOL BUILDING MODERNIZATION AND THE "NEW LOOK"

(Concluded from page 41)

Most of the actual planning is done by the bureau of construction, under the direction of Superintendent Eric Kebbon, who is the architect of the board of education. In some instances, it is found that plans for a particular job have already been developed by the bureau of plant operation and maintenance, under Superintendent Hynds, so that little time is lost in expediting the project.

Since a large number of backlog items involve modernization work, the adoption of the new program means that these improvements can now be made without making a further drain on expense budget funds. Another advantage is that all of the money allowed in the expense budget for ordinary repairs and maintenance can henceforth be used for these purposes only, absorbing in the process much of the work that could not be performed in the past.

Right now, the board of education is working at top speed in advancing the modernization program. It is a sound program, which in time will reach into every section of the city.

For this is as it should be, if we are to maintain the high standards of our schools.

SPECIAL STUDIES

► Joplin, Mo. The school board has employed two new teachers for the new courses in speech correction and driver training.

► The Washington township high school in Cass County, Ind., will offer a vocational agriculture course next fall. Lyle Barton has been employed as instructor.

► Bridgeport, Conn. A special committee has presented plans to the board for continuing the released-time religious program for school children. Under the plan, no school classroom will be used for instruction purposes.

► Waukesha, Wis. The school board has purchased eight AM-FM radio receivers for use as teaching aids in the elementary and high schools. The sets will be used by teachers to stimulate student interest and to illustrate certain class activities.

July, 1948

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Brightest colors—**

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[There are Bulldog Flags and flag outfits, banners for every school purpose. Sold through leading school dealers coast to coast.]

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THE BRUCE PUBLISHING COMPANY
807 Montgomery Bldg. Milwaukee 1, Wis.

New Supplies and Equipment

CHICAGO HARDWARE ISSUES NEW BROCHURE

The Chicago Hardware Foundry Company has issued an illustrated brochure, describing its line of "Sani-Dri" washroom fixtures for schools and educational institutions. The firm manufactures various models to meet the special requirements of all types of washrooms and includes the standard specifications for "Sani-Dri" installations. The firm is now in position to make prompt deliveries on "Sani-Dri" and is ready to take care of all school business promptly.

Chicago Hardware Foundry Co., North Chicago, Ill.

For brief reference use ASBJ-701.

VICTOR OFFERS NEW BROWNING FM TUNER

The Victor Animatograph Corporation has extended its line of sound motion picture equipment with its latest offering, the new Browning FM Tuner, designed to bring frequency modulation broadcasts into the classroom and auditorium.

The Browning Tuner is a fitting companion to the Sonomaster and is an outstanding achievement of the manufacturers of FM equipment. Built according to the high standards of the Browning laboratories, with special modifications for use with the Sonomaster, it employs a balanced circuit based on approved radio engineering practices. It has a tuning eye not found in most tuners; has great selectivity with a range of 70-80,000 kilocycles; a 9-tube unit, permitting compactness with excellence of performance; and is adapted to pickup and amplification of special FM educational programs. The instrument is housed in a handsome, matching leather-bound, moisture-proof carrying case.

Victor Animatograph Corp., Davenport, Iowa.

For brief reference use ASBJ-702.

VOIT RUBBER ANNOUNCES NEW PRODUCTS AND PRICES

The W. J. Voit Rubber Corporation has announced 11 new products and price cuts on seven major types of athletic equipment for schools and educational institutions. The new products include two tether balls, a line of replacement bladders, and a new 14-in. official softball.

The firm has reduced its prices on its first line of footballs, volley, soccer, water polo, and 12-in. softballs. The reductions have been effected as a result of improved manufacturing conditions and new research developments. The firm has acquired a second large plant in Los Angeles which has doubled its production floor space.

Among the new items in the firm's line are a 5-in. all-rubber utility ball for playgrounds, the Voit RUI Latex Repair Unit, and a new Voit inflating needle.

W. J. Voit Rubber Corp., 1600 E. 25th St., Los Angeles, Calif.

For brief reference use ASBJ-703.

NEW FORD SCHOOL BUS CHASSIS

A new Series F-5 Ford school bus chassis, available in two wheel-base lengths and with 30 to 36 and 42 to 48 passenger capacities, has been announced by the Ford Motor Company.

The new bus chassis is notable for simple design and stout construction embodying outstanding safety features. The drive shaft is protected by heavy safety guards, the hand brake by a



The New Ford School Bus.

special safety shield, and the 30-gal. fuel tank has a metal exhaust-heat insulator. Both the six- and eight-cylinder engines are equipped with heavy-duty oil bath air cleaners, pressure-sealed cooling systems, and weather-proof ignition systems, with automatic spark control regulated by engine and load speeds. Valve springs are shot blasted and rustproofed; valve seat inserts are of hard molybdenum chrome alloy; and the crankshafts and connecting rod bearing inserts are oversize. All fenders are heavier, wider, and of a new design providing greater tire clearance than previous Ford models.

Ford Motor Company, Dearborn, Mich.

For brief reference use ASBJ-704.

NEW G-E GERMICIDAL LAMP

The Lamp News Bureau of the General Electric Company has announced its latest germicidal lamp, a 36-in. slimline type capable of operating at four different germ-killing intensities. When operated in air ducts where moving air cools the tube, the lamp can be operated at its highest current rating to provide the highest germ-killing energy. Research tests have shown that the lamp produces six ultraviolet watts, more than double the output of the standard 15-watt germicidal lamp. Because of its high ultraviolet output, the lamp gives the user lower over-all cost of germicidal energy than any other lamp, insuring longer life, but operated at lower current. The lamp sells at \$10.

General Electric Company, Nela Park, Cleveland 12, Ohio.

For brief reference use ASBJ-705.

RCA ANNOUNCES NEW CONSOLETTE FOR MEDIUM-SIZE SOUND SYSTEMS

The Radio Corporation of America has announced a new control console for medium-size sound systems, designed to permit switching of radio or recorded programs or special announcements to loud-speakers in as many as forty locations, in schools and higher educational institutions.

The console, designed with a high-quality, built-in tuner for AM and FM radio, is capable of broadcasting radio programs to one or several outlets of the sound system. A transcription turntable and several microphones may be used with the unit for supplying music and news to a complete sound system network.

The console has facilities for mixing and controlling three microphone inputs, or two microphone inputs, and one high-impedance, high-gain phonograph input. A program control permits variations of level of the input selected by the program switch. In addition to a 3-band radio tune, the unit includes a radio power supply and a 30-watt amplifier. The cabinet is sturdily constructed of metal, finished in light umber-gray metalustre.

Radio Corporation of America, Camden, N. J.

For brief reference use ASBJ-706.

REMINGTON-RAND VISIBLE RECORD EQUIPMENT

Remington-Rand, Inc., has announced an improved visible record equipment for business control systems. The new "Kardex Imperial" is a restyled line, retaining the familiar pockets with visible bar chart signals, and other basic features of previous models, but with the addition of some unique operating conveniences. These include shorter slides for easier access in posting entries to cards, a new slide extension for one-hand operation, and new prescored pockets that lie back flat and obviate the need for "breaking in."

Kardex Imperial units are available in two heights, full and half-size, and slides accommodate interlocking Chaindex records for the ultimate in compactness. Doors may be substituted for the top slide to permit locking.

Remington-Rand, Systems Div., 315-4th Ave., New York, N. Y.

For brief reference use ASBJ-707.

BLOND FINISH ON HARD BOARD

The Masonite Corporation, Chicago, has suggested the following blond finish for Preswood and other forms of hard board:

American varnish in oil as base
Small quantity chrome yellow in oil
Small quantity black in oil

Thin slightly with turpentine. Apply to tempered Preswood by brushing or wiping, and wipe immediately with a clean cloth to remove the excess. Allow to dry four to six hours; then wax and polish.

After the Meeting

OLD MAN AND RIVER

Prope ripam fluvii solus
A senex silently sat,
Super caput, ecce, his wig,
Et wig super, ecce, his hat.
Blew Zephyrus alte acerbus
Dum elderly gentleman sat,
Et a capite took up quite torve
Et in rivum projecti his hat.
Tunc soft maledixit the old man;
Et cum scipio poked in the water
Conatus servare his hat.
Blew Zephyrus alte acerbus,
The moment it saw him at that,
Et whisked his novum soratich wig,
In flumen along with his hat.
Ab imo pectore damnavit,
In caeruleo eye dolor sat;
Tunc despairingly threw in his cane,
Natare cum his wig and his hat.

—The Pacific Star

QUEER SCHOOL NEWS

The Raleigh County board of education at Beckley, W. Va., has upheld the right of Fred C. Roberts, principal of the Trap Hill High School to whip children who continue coming to school with an odor of "ramp." The ramp is a powerful branch of the wild onion family, which children nibble on the way to school. The odor, according to Principal Roberts, could be likened to that of a polecat and causes some children who have not eaten the weed to become ill. The board voted 3 to 1 to dismiss charges of cruelty against the principal. The one dissenting vote was cast by a board member whose son was involved.

In Omaha, a grade music teacher, wearing a new engagement ring, called her young chorus to attention. She explained the next song and raised her baton. Unrehearsed, the group loudly sang: "I'll Dance at Your Wedding."

A group of 51 New York school children, chosen as outstanding traffic safety patrol men, who were to have represented their city at the annual "school patrol day" ceremonies in Washington, were denied the trip. The president of the Automobile Club of New York City canceled the trip because four Negro boys who had done outstanding jobs could not have stayed in Washington hotels where the rest of the group would have lived. The group was honored at New York City Hall and then taken to a big league baseball game.

Publishers of school encyclopedias have been disturbed by the expense to which they will be put through the congressional change in the name of Boulder Dam to Hoover Dam. An article under the former name occupies a number of pages in the first volume of each book; this must be moved to the "H" volume at a considerable expense. In addition, numerous references to the Dam must be checked and corrected; maps must be changed, and various captions corrected—all at the cost of hundreds of man-hours and of dollars.

Johnny was dejected when he returned home after his first day at school.

"I ain't going tomorrow," he told his mother.

"Why not?" she asked.

"Well," he replied, "there's no use. I can't read and I can't write and they won't let me talk."

**RESOLUTION UPON DEATH OF
JOSEPH PATRICK SULLIVAN**

The board of education of St. Louis, Mo., at its meeting on April 13, adopted a resolution presented by Dr. Winterer in memory of Joseph Patrick Sullivan, late commissioner of school buildings, who passed away March 25, 1948. In connection with the resolution the board paid tribute to Mr. Sullivan's long and faithful service. The tribute reads in part as follows:

"Mr. Sullivan had served in a very responsible capacity until his untimely death. The quality of that service and the decisive manner of his dealing with the perplexing problems of his office have merited the respect and admiration of those who had occasion to evaluate his services.

"The board recalls with gratification that the searching scrutiny of its departments during the Strayer Survey and the Boyd-Cronk inquiry resulted in high commendation of efficiency in the performance of his duties. It also recalls the vigorous program of improvement of services and facilities which was instituted during his regime as commissioner of buildings. He was an able servant of this board and for all this we valued his work."

NEWS OF SCHOOL OFFICIALS

► MRS. RUTH HILL has been elected president of the school board of Lincoln, Neb. Mrs. Hill has been a member of the board for three years. GILBERT S. WILLEY was elected secretary.

► The school board of Chicago, Ill., has reorganized with WILLIAM B. TRAYNOR as president, and W. HOMER HARTZ as vice-president. New members of the board are FRANK M. WHISTON and THOMAS J. HAGGERTY.

► ROBERT LAPHIER, Jr., has been elected president of the school board at Springfield, Ill. PAUL WILSON was named vice-president.

► The New York City board of education has reorganized with ANDREW G. CLAUSSON, Jr., as president, and MAXIMILIAN MOSS as vice-president. Mr. Claussen was re-elected for his third successive one-year term as president. Mr. Moss succeeds Joseph D. Fackenthal as vice-president.

► Mrs. FAITH PALMER has been elected president of the school board at East Greenwich, R. I.

► L. B. CRUTCHER has been elected president of the board at Ogallala, Neb.

► W. W. COOK has been elected president of the board at Beatrice, Neb. A member of the board for ten years, he succeeds Andrew Overgard.

► DR. DAVID T. BERG has been re-elected president of the board at Helena, Mont.

► R. B. Noble has been elected president of the board at Great Falls, Mont.

► LEE M. COLSTON has been elected president of the board at Butte, Mont.

► J. M. BURGE has been re-elected president of the board at El Reno, Okla.

► RALPH SULLIVAN has been elected president of the board at Ardmore, Okla.

► E. M. TROUT has been re-elected president of the board at Ponca City, Okla.

► DAVID SLY has been elected president of the board at Lawton, Okla.

► The school board at Wichita Falls, Tex., has reorganized with M. T. WAGGONER as president, and FLOYD L. RANDEL as vice-president.

► R. W. FOGARTY has been elected president of the board at Guthrie, Okla.

► W. H. SPIVEY has been elected president of the board at Harlandale, Tex.

► A. F. WINSTON has been elected president of the board at Vernon, Tex.

► J. E. SHAFFER has been elected president of the board at Aurora, Neb.

► N. B. SMITH, of Ryan, Okla., has accepted the superintendency at Grandfield, where he succeeds O. J. Prier.

► HAROLD L. FERRIS, of Stronghurst, Ill., has been elected superintendent at Wethersfield.

► SUPT. C. W. BEMER, of Muskegon, Mich., who is completing a three-year contract, has been given a salary of \$9,000 for the year 1948-49.

► SUPT. C. R. BELL, of Farmington, Mo., has been re-elected for another year.

► W. A. DENKE, of Flat River, Mo., has accepted the deanship at the Northeast Oklahoma State College at Tahlequah.

► F. J. WEBB has been elected superintendent at Windsor, Mo., to succeed L. T. Hoback.

► DEE SERIGHT, of Louis Hill, Okla., has been elected superintendent at Gould, to succeed R. D. Curnutt.

► SUPT. HEROLD REGIER, of Hillsboro, Kans., has been re-elected for the next year.

► SUPT. W. F. STONE, of Vienna, Ga., has been re-elected for a fourth term.

► H. C. EDDLEMAN, of Hazelhurst, Ga., has accepted the superintendency at Alma.

► SUPT. W. K. MEEK, of Stanberry, Mo., has been re-elected for another year.

► SUPT. WILLIAM SNAVELY, of Vermillion, Kans., has been re-elected for another year.

Advertisers Products and Services

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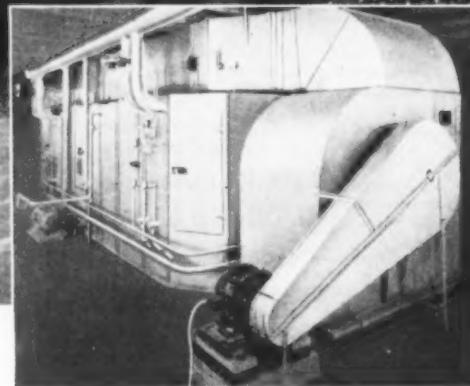
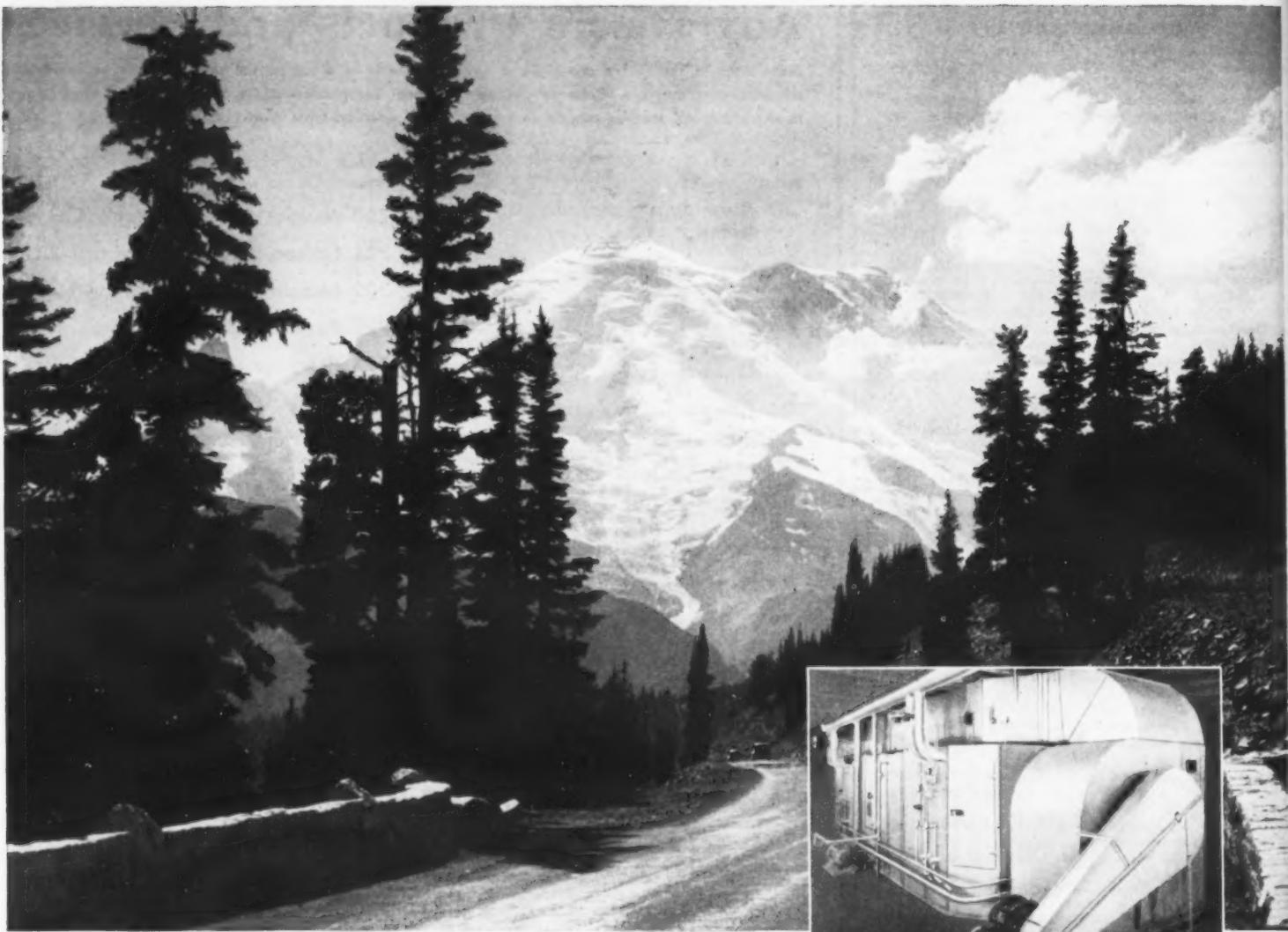
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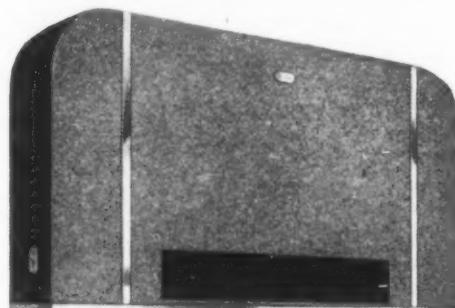
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